

## INTRODUCTION

As the urban center for a large area, Fredericksburg serves as the central location for Planning District 16, consisting of the City and Spotsylvania, Stafford, Caroline, and King George Counties. The General District and the Circuit Courts are located in Fredericksburg, as are a wide range of regional health services such as the Regional Health Department and the Rappahannock Area Community Services Board. A greatly expanded Mary Washington Hospital further enhances the City's position as a regional medical center. Fredericksburg can also be defined as a cultural center through its Fine Arts Commission, the Central Rappahannock Regional Library in the heart of the downtown area, and Mary Washington College.

Historically, Fredericksburg's fortunes have been closely related to its function as a transportation hub. Seventeenth century European explorers discovered native American trade routes already converging at the falls of the Rappahannock River, where the new town would be built. Subsequent English settlement and maritime trade established Fredericksburg as a vital link between central Virginia and overseas markets. While the river was initially important to the City, canal and railroad development opened more opportunities, although sometimes bringing tragedy as well. A railroad built before the Civil War, for example, put Fredericksburg in the path of contending armies that turned the City into a battleground. Today, the river is no longer of critical economic importance, but major north/south highways and a railroad ensure Fredericksburg's continued commercial prominence.

The City's physical expansion also reflects the area's economic experience. Established in 1728, the City's boundaries were expanded in 1759 and 1851-52. The next annexation did not occur until 1940, reflecting the slow recovery from the harsh impact of the Civil War. Subsequent annexation of land from Spotsylvania County occurred in 1951 and 1955. The latest annexation took place in 1984 and encompassed 4.4 square miles, nearly doubling the City's physical size.

Fredericksburg enjoys a high level of economic, cultural, and demographic diversity. Although Mary Washington Hospital and Mary Washington College are major employers, there are also a broad range of small businesses. The City's employment base, as a result, has a stability that would be lacking if there were a greater dependance on any one industry or business, as is often the case in small cities. The opportunities inherent in the area's economic development have kept many families in their hometown while drawing people from other locations. The resulting demographic diversity is one of the City's strengths. The City has recognized the historic, architectural, as well as social value of its neighborhoods and has deliberately sought to maintain and strengthen them at every opportunity.

The City faces the challenge of effectively guiding the area's inevitable growth to ensure Fredericksburg remains an inviting place to reside and do business.



## **Chapter I**

### **COMPREHENSIVE PLAN OVERVIEW**

Supreme Court Justice William O. Douglas once wrote:

**"The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled."**

The ability of the City of Fredericksburg to direct its own future lies principally in its authority to regulate land use and development and in its desire to wisely invest in public improvements. A plan incorporating publicly adopted policies provides the necessary guidance for the City to achieve its stated objectives. The City recognizes, however, that planning must be ongoing. Identifying policy goals and objectives in a comprehensive plan is only a part of a dynamic process that includes professional analysis as well as citizen input.

### **THE COMPREHENSIVE PLAN**

#### **Plan Authority**

The Commonwealth of Virginia requires a local governing body to adopt a comprehensive land use plan. Section 15.2-2223 of the Code of Virginia directs the local planning commission to prepare this general plan to show the commission's long range recommendations for the physical development of its jurisdiction.

State law also requires that the Plan be reviewed by the local commission at least once every five years to determine if revisions are necessary.

#### **Purpose of the Plan**

The Comprehensive Plan is the City's official guide for its future development. This Plan is general and long-range in nature, providing a view of the community's past development as well as how it can develop over the next 15 to 20 years. By ensuring public decisions are made in accordance with adopted policies and objectives, the Comprehensive Plan serves as the City's blueprint to create an increasingly better, more healthful, convenient, safe, and attractive community through intelligent foresight, administration, and coordination.

### **PREVIOUS PLANNING EFFORTS**

The City's first Comprehensive Plan was adopted in 1970. It contained a thorough analysis of Fredericksburg's historic background, population trends, economy, transportation network, housing supply, and public services and facilities. It also examined existing land use patterns and presented a proposed land use plan that included recommendations for new community facilities and transportation thoroughfares.

Although a number of studies were developed in the 1970s to examine specific plan

components, the City's overall Comprehensive Plan was not updated again until 1981. The Plan adopted that year contained a detailed assessment of the City's historic development, population and economic development, housing, land use, community facilities and transportation, and also provided a set of goals, objectives and recommendations for implementing the various plan elements. This Plan also included the results of an extensive citizen and local civic organizations survey.

The 1981 Comprehensive Plan was updated in 1987 with a primary focus on land use recommendations for the 4.4 square mile area annexed from Spotsylvania County in 1984. The 1981 Plan remained intact but had to be used in conjunction with the 1987 document.

The 1993 Comprehensive Plan merged the 1981 and 1987 planning documents to reflect the significant changes that had occurred since 1980. In addition to basic land use considerations, the 1993 Plan included specific recommendations for what were labeled Special Plan Areas. These areas included the main entryway corridors which lead directly into the Central Business District, infill parcels where innovative redevelopment opportunities existed, and vacant tracts of land where future development needed to be balanced with significant historic and natural resources. This plan also benefitted from a strategic planning process undertaken by over 100 local citizens in the early 1990s.

## **CURRENT PLANNING**

Several available documents relate to Special Plan Areas and other issues. These planning documents are as follows:

- Comprehensive Water Facilities Plan (February 1989)
- Comprehensive Sewerage Facilities Plan (February 1989)
- Downtown Fredericksburg Parking Study (March 1989)
- Comprehensive Stormwater Management Facilities Plan (August 1989)
- Affordable Housing Policy (September 1989)
- Comprehensive Transportation Plan (Updated, June 1991)
- Civil War Sites Trail Plan (July 1991)
- Snowden/Smith Run Valley Study Area Report (September 1992)
- Shaping Our Future: An Action Plan for Fredericksburg (Juuly 1994)
- Rappahannock River Watershed Plan (October 1984)
- Chesapeake Bay Protection Plan (March 1995)
- Consolidated Plan for Community Development Programs (June 1995)
- Railroad Station Community Plan (July 1995)
- Fair Housing Plan (January 1996)
- Fredericksburg Pathways (April 1996)
- 2020 Fredericksburg Area Metropolitan Planning Area Long Range Plan (November 1997) (Transportation)
- Charting Downtown's Future Interim Plan/Report

## **STRATEGIC PLANNING PROCESS**

Comprehensive planning is primarily involved with the physical attributes of a community. It is limited by at least four factors: (1) a comprehensive plan is not able to

address the importance or uncertainty of events beyond jurisdictional boundaries; (2) it cannot be limited to only a few important community goals; (3) it does not acknowledge the local government's ability or inability to make things happen as planned; and (4) it does not typically outline how plan implementation will occur.

Strategic planning, on the other hand, looks outward. The process determines trends beyond a community's control, but which will have a decided impact on a locality. Strategic planning is also able to focus on a few immediate and pressing issues. In addition, this type of planning realistically assesses available resources because it is ultimately oriented to identify specific steps to achieve selected goals. Council adopted its first Strategic Plan in 1994. This plan examined four specific issues in-depth, including City Character, Economic Development/Tourism, Education, and Government Structures/Services.

Comprehensive and strategic planning are not in conflict with one another, but rather are mutually supportive. Comprehensive plans provide an overview and analysis of the entire community and contain overall goals and objectives. They are primarily developed by City staff. Strategic planning is deliberately accomplished with active citizen participation and focuses on specific issues within the broader context. In this manner, available (and often scarce) resources can be directed into those areas and projects that are most important to the community.

## **GOVERNMENTAL STRUCTURE**

Fredericksburg's City government consists of a Mayor and a six member City Council. Two of the Council members and the Mayor are elected at large. The remaining four Council members represent wards. The City's day-to-day operations are handled by the City Manager, who is appointed by the Council, and his staff.



## **Chapter II**

### **ENVIRONMENT - NATURAL**

Fredericksburg exhibits a tremendous variety of natural resources ranging from white water rapids on the Rappahannock River to pre-Cambrian rock exposures along the fall line; from scenic vistas to non-tidal wetlands. These areas are wildlife havens, places for active recreation, as well as areas for quiet reflection. These natural resources have affected the City's history and development and deserve to be recognized and taken into account during subsequent development. Environmental preservation is a matter of universal public interest that benefits all members of the community.

#### **GEOLOGY**

The City of Fredericksburg, encompassing approximately 10.5 square miles, is situated on a pre-Cambrian rock exposure that forms the falls of the Rappahannock River.

In very general terms, this fall line runs along the U.S. Route 1 Bypass through the City. The Piedmont Plateau lies to the northwest of this line, underlain by hard igneous and metamorphic rock. To the southeast is the Coastal Plain, characterized by unconsolidated clay, silt, sand, and gravel deposits. The Rappahannock River terrace, included in but distinct from these physiographic provinces, is noted for its suitability for agriculture due to an abundance of rich alluvial soils.

#### **SOILS**

Five major soil associations are represented in Fredericksburg and are shown on Map 2-1. Each association contains groups of soils with individual characteristics related to their physical and chemical composition as well as their geographic location.

##### **Appling - Faceville - Louisburg**

The small northwestern tip of the City consists of generally well drained, medium textured, Piedmont and Coastal Plain soils underlain by weathered granitic parent materials.

This association is characterized by low to medium water runoff potential and low to medium erodibility.

##### **Bourne - Faceville**

This association is described as imperfectly to well drained, medium textured, Coastal Plain soils underlain by stratified gravel and clay. This type of soil is found on broad and steep ridge slopes and is characterized by slow surface drainage and moderate to very slow internal drainage. Bourne-Faceville areas have medium to high water runoff potential and medium erodibility.

Map 2-1  
Soil Associations



### **Stratified Coastal Plain Sediments - Ruston - Faceville**

The Ruston - Faceville association, found along the fall line, is characterized by well-drained, medium textured, Coastal Plain soils underlain by clay and gravel. This soil has a low to medium water runoff potential and medium erodibility.

### **Stratified Coastal Plain Sediments - Roanoke - Augusta**

This association, located outside the immediate floodplain, is characterized by soil that has a medium to high water runoff potential and medium erodibility.

### **Stratified Coastal Plain Sediments - Wickham - Altavista**

This association includes the floodplain soils of the Rappahannock River along with the adjacent terrace breaks and steep banks. These soils are characterized by medium water runoff potential and low erodibility.

## **FLOODPLAINS**

Situated in the Rappahannock River's floodplain, Fredericksburg has experienced floods since its earliest settlement. Table 2-1 shows some of the larger floods which have occurred and is based on newspaper accounts, historical records, field investigations, and routine data collection undertaken by the U.S. Army Corps of Engineers.

**Table 2-1  
Rappahannock River Flooding**

Flood	Discharge in cubic feet per second (CFS)
May 1771	Unknown
June 1889	96,000
May 1924	66,000
April 1937	134,000
October 1942	140,000
June 1972	107,000

- Notes: 1. CFS measured by U.S. Geological Survey Gauge  
01668000, Rappahannock River near Fredericksburg,  
Virginia.  
2. CFS for 1889 estimated from high water marks.

The worst flood in the recorded history of the Rappahannock River occurred in October of 1942. It was the result of a prolonged general rainfall over the entire watershed, a strong east wind, and a cloudburst. The public water supply became contaminated, the City lost electrical power for two days, bridges became impassable, and several fires broke out. The flood resulted in severe property damage and some loss of life.

Floods have occurred and can be expected to reoccur. Minor to moderate flooding is more prevalent in the Spring but larger and more infrequent floods may occur at any time during the year. Most of the higher floods have resulted from heavy general rains

and from intense rainfall produced by hurricanes or tropical storms which moved into the area from the Atlantic or Gulf coasts. Tropical storms usually occur during the period from May through November.

### **Flood Boundaries**

The U.S. Army Corps of Engineers has studied flood hazards in detail. Using flood elevations determined at specific points, they have subsequently delineated flood boundaries. The resulting maps were used to develop the National Flood Insurance Program in which the City is a participant. The Federal Insurance Administration (FIA) adopted the hundred year flood as a base for flood plain management. The 500-year flood boundary indicates additional flood risk areas in the community. Both the 100- and the 500-year flood boundaries are shown on Map 2-2.

### **Floodways**

Building on floodplains reduces their flood-carrying capacity, thereby increasing the flood height of streams and increasing the flood hazard in areas beyond the encroachment itself. The floodway is that part of the floodplain that includes the stream channel as well as any adjacent areas that must be kept free of encroachment so the 100-year flood may be carried without substantial increases in flood heights. The floodway fringe, on the other hand, encompasses that portion of the floodplain that could be completely obstructed without increasing the water surface elevation of the 100-year flood more than 1.0 feet at any point.

The floodway must be kept clear of most development. The floodway fringe, on the other hand, may be developed, but according to specific regulations. In addition to local regulations and the state building code, the Federal Emergency Management Agency (FEMA) has regulatory authority within the 100-year floodplain. The City does not impose any flood hazard requirements for structures to be located within the 500-year floodplain.

### **STREAMS/DRAINAGE**

Fredericksburg is drained by a number of streams as well as by the old Rappahannock Canal. These primary water channels carry excess stormwater and runoff to the Rappahannock River. Significant watersheds and the total area of the City they drain, are as follows: Hazel Run, including Smith Run (49%), Kenmore Flume (11%), Fall Quarry Run (7%), Rappahannock Canal (8%), Deep Run (9%), and the Rappahannock River (16%).

Two drainage areas, Smith and Hazel Runs, are of particular concern to the City. Both of these streams are scenic natural areas with significant woodlands. Smith Run is classified as an intermittent stream although it exhibits the characteristics of a perennial waterway. Careful planning is needed on both Smith and Hazel Runs to avoid stream degradations from erosion and pollutants.

Map 2-2  
Flood Boundaries

Drainage from Interstate-95 and commercial development north of Route 3 have caused problems along Smith Run. Impervious surfaces such as roadways, parking lots, and buildings have increased flows to this stream. As a consequence, areas downstream have experienced stream bank erosion and flooding during periods of heavy rainfall. An 11 acre stormwater management pond in Central Park as well as the proposed Smith Run Flood Control Pond have been designed to address these issues.

Similar problems in drainage occur on Hazel Run from land bordering Route 3, both east and west of Interstate-95. Much of the increased run-off, in this instance, comes from inadequate provisions for stormwater management in developments beyond the City limits.

### **Stormwater Management**

Stormwater runoff is a natural process accommodated by a system of streams, rivers, and water bodies. On land that is in its natural state, rainwater is slowed as it passes through trees, grasses, and wetlands - allowing pollutants to filter into the ground and reducing the likelihood of flooding by extending the time it takes stormwater to flow through the stream system.

When the land is disturbed, however, or has buildings and streets constructed on it, the rate of stormwater runoff inevitably increases. As a consequence, pollutant levels can exceed concentrations beyond the ability of the receiving streams and water bodies to assimilate them. The increased runoff also causes a subsequent increase in stream flow, which can aggravate stream bank and channel erosion as well as increase the likelihood of flooding.

Stormwater management addresses both the quantity and quality of the excessive runoff. The City goal for stormwater management is to limit the rate of stormwater runoff from a developed area to that which existed before development occurred. Management techniques include enlarging the stream channel to accommodate more water flow, creating holding areas on or off site to allow the additional water to filter into the ground or to flow out gradually, and making provisions to allow pollutants to settle or filter out.

### **Slopes**

The City's elevation ranges between 280 feet above sea level to less than 10 feet above sea level along the tidal portion of the Rappahannock River. Fredericksburg's location along the fall line ensures a varied topography where some areas are extremely difficult to develop. In general, areas with less than 5 percent slopes pose few physical obstacles to development. Areas with slopes between 5 and 15 percent, however, may pose difficulties in some instances and will certainly add to the expense of development. Areas with slopes exceeding 15 percent are generally not developable without major land modifications and slopes in excess of 20 percent should not be considered for development.

Along the fall line, slopes tend to increase from the Coastal Plain to the Piedmont Plateau. Accordingly, the average slope in areas above the fall line is 10.2 percent while those in the Coastal Plain average 6 percent. Much of the undeveloped land in the City lies

in the area annexed in 1984. Of the 1,165 acres of this annexed area, 41 percent has a slope of 0 to 5 percent. Approximately 33 percent, or 937 acres, has a slope of 5 to 15 percent. Nearly 26 percent, or 738 acres, has a slope of 15 percent or more.

### **Woodlands/Tree Preservation**

The large portion of the City that is wooded contains natural assets that can enhance future development. As woodlands are developed, preserved trees will provide diversity to the urban landscape and privacy from neighboring properties. In turn, developed property that includes large healthy trees will often sell or lease faster, at prices 10 to 15 percent greater than property with few or no trees.

The value of trees, however, goes beyond aesthetics. Trees remove carbon dioxide as well as dust and other pollutants from the air while adding oxygen. They also filter pollutants from both ground and surface water, reduce energy demands (up to 50 percent of air conditioning costs in summer and 30 percent of heating costs in winter), and help control erosion. A more comprehensive discussion of trees and wooded buffers is contained in the section on the Rappahannock River (below).

The City contains several significant woodlands. These areas include stream valleys such as Smith and Hazel Runs (where trees older than 100 years are still standing), the wooded bluffs along the Rappahannock River, as well as the old Virginia Central Railway corridor along Hazel Run.

Map 2-3  
Watersheds

## **CLIMATE**

The City of Fredericksburg enjoys a humid, temperate climate. The average monthly temperature varies from 35.4 degrees Fahrenheit in January to 76.9 degrees Fahrenheit in July. Precipitation is generally ample with an average annual rainfall of 38.4 inches and an average annual snowfall of 16 inches.

## **RAPPAHANNOCK RIVER**

The Rappahannock River originates at a spring in the Blue Ridge Mountains and flows east to the Chesapeake bay. At one end, this waterway is typical of the streams that course through the farmland of the Virginia Piedmont while the other end looks like the rivers that quietly flow through the Tidewater region. The middle-section of this river, however, has remained fairly primitive. It is joined in this secluded section by the Rapidan River, also a relatively untouched waterway. This apparent isolation is deceiving because the metropolitan areas of Richmond and Washington D.C. lie just to the south and north. Still this river with no transverse roadways between the fall line and Kelly's Ford enjoys a rare natural integrity.

Fredericksburg relies largely on the Rappahannock River for its drinking water. The City's existence is thus inextricably linked to the River and the natural features of its riparian corridor. Intact forested buffers and wetlands maintain the river's water quality. Fredericksburg and its surrounding counties are growing rapidly, but environmental protection and economic growth, need not be mutually exclusive. Appropriate environmental protection, implemented as the region develops, will preserve this critical resource for future generations.

In addition to careful economic development, the river can also provide recreational opportunities for area residents. Any activity which seeks to make the river more accessible to the public, however, must inevitably affect that resource. This impact should not preclude public use, but should be carefully considered when recreational development plans are examined. In its Rappahannock River Watershed Plan (1994), the City has outlined guidelines and procedures to balance recreational use and resource protection.

## **Embrey Dam/Rappahannock Canal**

The Rappahannock River has traditionally powered various enterprises such as mills and hydroelectric plants. The Rappahannock Canal, which initially served a navigational function, was converted to water power use in 1854. The river's first hydroelectric facility appeared in 1887. Electricity began to replace water power, as industries located away from waterways, and larger generating plants were needed to meet the demand. In 1909, the Fredericksburg Water Power Company constructed the Embrey Dam, and modified the Rappahannock Canal slightly to run into a new power plant. This plant remained operational until the 1960s.

The Embrey Dam, a reinforced concrete structure 800 feet long, still diverts water to the Rappahannock Canal, which runs to the municipal water treatment plant. Fredericksburg has recently entered into a joint water agreement with Spotsylvania County, though, and a shared treatment plant is being constructed at the Mott's Run Reservoir. When this new facility is completed in 1999, the City will no longer have a need for the Embrey Dam. As a consequence, the City is working with State and Federal agencies to

examine how this now deteriorating dam can be removed. Since Embrey is the last remaining barrier on the Rappahannock River, its demolition will open up the historic spawning grounds of numerous anadromous fish. The apparent benefits to the natural health of the river are significant.

Removal of the dam, however, will cause the Rappahannock Canal to dry up unless another mechanism is developed to keep it watered. The Rappahannock Canal serves a stormwater management function and is a scenic recreation area as well. Maintaining a water flow in the Canal will serve practical as well as aesthetic needs. The City is exploring the feasibility of extending a pipe upstream to where the early navigational guard lock still stands. This area is sufficiently elevated to allow a gravity flow of water to the Canal.

### **Upriver Landholdings and Riparian Buffers**

In 1969, the City of Fredericksburg acquired nearly 5,000 acres of land along the Rappahannock and Rapidan Rivers from the Virginia Electric Power Company (VEPCO). VEPCO had acquired this land from the Fredericksburg Power Company, which in the early twentieth century, had envisioned a series of three dams on the river to generate electrical power. Nuclear powered generators on the North Anna River, however, replaced hydroelectric power in the Rappahannock valley after only one dam (Embrey) had been built. The City took possession of the power company's land in anticipation of a proposed flood control dam (Salem Church), to be built by the U.S. Army Corps of Engineers. The Federal government, however, eventually removed this dam from further consideration and even the Embrey Dam is now being evaluated for removal.

Fredericksburg's riparian property is located primarily in Spotsylvania, Stafford and Culpeper Counties. Additional holdings, however, exist in Fauquier and Orange Counties. This riverfront land extends nearly 25 miles upstream from the City itself and the integrity of this riparian buffer is high. In 1991, the City adopted a Watershed Property Management Policy for this acreage. This policy formalized existing practices and provided guidelines for the public use of these lands. At present, the City allows low-impact recreation that will not harm or compromise the River corridor's abundant resources.

The deterioration of the Chesapeake Bay illustrates the cumulative effects of municipal, industrial, and runoff pollutants on a water body. The scale of the necessary remedies to overcome this degradation also illustrates the complexity of the problem. The Chesapeake Bay Agreement includes Pennsylvania, Maryland, Virginia, and the federal EPA. The combined regulatory effort reaches far up the streams and rivers that feed into the Bay.

The importance of the tributary rivers and their own tributary streams can be illustrated from an historical perspective. When John Smith sailed the Chesapeake in the early 1600's, nearly the entire watershed was forested. These forests reduced erosion and held most nutrients on the land. Small streams flowed through the forest floor where water-temperature fluctuations were reduced, allowing aquatic invertebrates and micro organisms that shred and decompose leaf matter to use more of their energy for growth and reproduction. Farther downstream, filter feeders - such as oysters - made use of whatever came downstream. This type of food chain kept the nutrients cycling in the same area.

But the streams have changed and are still changing. Instead of moving through



forests, where trees can shade out grasses, many streams now flow through land that has been cleared for agriculture and development. As a result, grasses grow strong and subsequently narrow the streams. The increased sunlight and stronger currents reduce the biological activity that previously occurred on the stream bottoms and has significantly increased the nutrient flow downstream.

In addition to increasing the amount of nutrients washed downstream, the land altering activity itself compounds the loss of stream bottoms. Farms and land development dump enormous amounts of sediment into waterways that smothers aquatic biological activity. Forest buffers are necessary as a transition between the uplands and the waterways. Forested land slows water runoff from adjacent fields and development and allows sediment - and the phosphorus that clings to sediment particles - to settle out before reaching rivers and streams. Research indicates that 85 percent of the phosphorus in surface runoff can be removed in this manner.

Riparian forests can also remove nitrogen before it reaches a waterbody. In this instance, the implications for the Chesapeake Bay are enormous because nitrogen levels have not dropped in its waters since 1985. Essentially, the nitrogen, which is more soluble than phosphorus, sinks into the soil and reaches the groundwater as nitrate. Depending on soil conditions, a 50-100 foot forested buffer can remove this nitrate from shallow groundwater and help to convert it to nitrogen gas, which returns to the atmosphere.

In the end, the water quality of the Chesapeake Bay will be determined by the water quality of its rivers. The quality of the rivers, in turn, will be determined by what happens on their tributary streams. The City of Fredericksburg maintains its riparian property in a natural, forested state. This policy recognizes the interrelationship of the Rappahannock River and its tributaries to the Chesapeake Bay. The benefits of riparian forests must be fully appreciated as a means of filtering nutrients before they reach the streams that will inevitably carry them to the Chesapeake Bay.

## **WETLANDS**

Wetlands are transitional lands between terrestrial and aquatic ecosystems. These areas provide critical habitat for fish and wildlife, assist in stormwater management by protecting against erosion and flood loss, and help protect water quality by absorbing and filtering sediments and pollutants. Because plants and soils provide a readily measured record of a site's hydrology, wetlands are defined, for regulatory purposes, as areas that have one or more of the following characteristics:

- 1) The land supports, at least periodically, predominantly plants that grow in water or extremely moist ground.
- 2) The substrate is predominantly undrained hydric soil.
- 3) The substrate is saturated with water or covered by shallow water at some time during the growing season of each year.

Wetlands are further classified as tidal or non-tidal. Virginia law considers tidal wetlands as those lands found between, and contiguous to, mean low water and an elevation above mean low water equal to the factor 1.5 times the mean tide range. These wetlands can be either vegetated or non-vegetated. Non-tidal wetlands are those areas that contain wet soils, plants adapted to growing in such areas, or evidence of water on or

immediately below the land surface during the growing season.

The following specific sites are known wetlands within the City of Fredericksburg. A wetlands zoning ordinance regulates land use and development within these areas as well as any other areas that may be identified as wetlands:

- Rappahannock River Shoreline
- Hazel Run stream valley and its tributaries
- Smith Run stream valley/ Falling Creek
- Fall Quarry Run
- Deep Run tributary
- Rappahannock Canal
- Gayles Pond/College Marsh
- Snowden Pond and adjacent marsh areas
- Old Mill Park marshlands/mill race areas
- Twin Lakes and other lakes/ponds
- Canterbury Subdivision wetlands
- Scotts Island
- Embrey Dam and surrounding area
- Other isolated non-tidal wetlands
- Other intermittent streams

## **CHESAPEAKE BAY PRESERVATION AREAS**

Increased development and changing land uses in the Chesapeake Bay watershed have degraded the Bay through increased pollution, stormwater runoff, and sedimentation. In 1988, the Commonwealth of Virginia enacted the Chesapeake Bay Preservation Act to ensure proper land use management which will improve the quality of water entering the Chesapeake Bay. Under this Act, the City has identified Chesapeake Bay Preservation Areas and has incorporated measures in its zoning, subdivision, and erosion and sediment control ordinances, to protect the quality of State waters.

The State water quality program requires local governments to encourage and promote the following objectives:

1. Protect existing high quality State waters and restore all other State waters to a condition or quality that will permit all reasonable public uses and will support the propagation and growth of all aquatic life, including game and fish, which might reasonably be expected to inhabit them.
2. Safeguard the clean waters of the Commonwealth from pollution.
3. Prevent any increase in pollution.
4. Reduce existing pollution.
5. Promote water resource conservation to provide for the health, safety, and welfare of the present and future citizens of the Commonwealth.

Fredericksburg has developed and implemented a Chesapeake Bay Protection Program. Its protection areas have potentially significant influences on the water quality of area streams, the Rappahannock River and ultimately the Chesapeake Bay. The

Chesapeake Bay Protection Areas are classified as either Resource Protection Areas (RPAs) or Resource Management Areas (RMAs). These RPAs and RMAs have been identified and mapped according to natural terrain features. The City's program ensures that existing stormwater runoff from undisturbed areas maintains existing or better water quality characteristics. In areas of existing development, stormwater quality should be improved when they are redeveloped. The program will thus protect the City's water supply as well as the historical and recreational resources associated with the Rappahannock River.

### **Resource Protection Areas**

RPAs are those lands which have an intrinsic water quality value, and are sensitive to significant degradation. In their natural condition, these lands remove, reduce, or assimilate sediments, nutrients, and potentially harmful or toxic substances in runoff entering the waterway. Such areas include tributary streams, tidal shorelines, tidal wetlands, and certain non-tidal wetlands. RPAs must also include a buffer of at least 100 feet in which development is largely prohibited.

#### **Tributary Streams**

The City has designated the Rappahannock River and Hazel Run (including North Hazel Run) as tributary streams to serve as the base line for RPAs within the City limits. These perennial streams, considered to be significant potential transporters of sediments, nutrients, and pollutants to the Chesapeake Bay, are regulated by the State Water Control Board. Adjacent lands which could influence water quality, if disturbed, are regulated by the City as RPAs and/or RMAs, to ensure an appropriate level of protection from improper land use or development.

Map 2-4  
Chesapeake Bay Preservation Areas

Map 2-5  
Resource Protection Areas

Tidal Shoreline Overlay

The Chesapeake Bay Protection Regulation defines tidal shorelines as the area between the mean low water mark and 1.5 times mean high water. The City's designated tidal shorelines have been identified, using the National Oceanic and Atmospheric Administration's Nautical Chart 12237, to a point just above Scott's Island, and from Scott's Island to the fall line, using the National Wetlands Inventory Map (Fredericksburg Quadrangle 1977). One of the City's management goals is to avoid disturbance of these tidal shorelines, although the City may approve water dependant activities and shoreline stabilization activities, as permitted by State regulations.

Tidal Wetlands Overlay

Wetlands are generally important components of natural shoreline stabilization. The Chesapeake Bay Protection Regulation describes vegetated tidal wetlands as that land lying between and contiguous to mean low water and an elevation above mean low water equal to the factor 1.5 times the mean tide range.

The City has only about 1/4 acre of vegetated tidal wetlands. The preferred land use is to avoid these wetlands, although steps should be taken to minimize all potential impacts if absolute avoidance is not possible.

#### Non-Tidal Wetlands Overlay

Non-tidal wetlands connected by surface flow and contiguous to tidal wetlands and/or tributary streams must be designated and mapped as RPAs. Non-tidal wetlands can be described as those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions. The City identified wetlands to be included in RPAs by using the National Wetland Inventory maps and by field observation.

Two areas of non-tidal wetlands meet the criteria to be included as RPA features. The first is a wetland known as Back Marsh, to the west of Snowden Pond. This area appears to have surface water present year-round possibly fed by runoff, precipitation, and natural springs. This wetland is connected to the old Rappahannock Canal by a pipe culvert. The second non-tidal wetland is located at Old Mill Park between the park entrance on Caroline Street and the power lines. This wetland is fed by stream, runoff, and possibly ground water and is connected directly to the Rappahannock River.

Due to the nature of wetlands and their characteristic hydrology, these areas are not desirable sites for development. Instead, they are more useful as protected features which contribute to overall water quality protection.

#### RPA Buffer

As required by Chesapeake Bay Protection Regulation, RPAs must have at least a 100 foot buffer adjacent to and landward of any of the above designated RPA components. This buffer is part of the RPA. In addition, every RPA buffer must be further protected by an adjoining Resource Management Area (RMA).

#### **Resource Management Areas**

RMAs are areas that, if improperly developed, have the potential to significantly degrade water quality or to diminish the functional value of an RPA. The lands the City has included as RMAs are those sensitive to any disturbance, especially removal of natural vegetation. These areas include floodplains, highly permeable soils, highly erodible soils (including steep slopes), certain other non-tidal wetlands and other lands. Development is not prohibited within RMAs, but does require cautious development practices.

#### Floodplain

The City has adopted a Floodplain Overlay District to protect those portions of the City subject to periodic inundation due to floods. Development in the floodway is typically prohibited since it could increase flood heights and potentially restrict the flood water passage. Development within the floodway fringe is not prohibited but can only be accomplished once the City has determined such development will not have an adverse environmental impact or cause a human safety hazard.

### Highly Permeable Soils

Soils transmit water both vertically and horizontally, the water eventually entering the water table and/or the surface water. Highly permeable soils do not allow for proper natural water treatment before the water enters the ground and/or surface water. According to the Chesapeake Bay Protection Regulation, highly permeable soils are those whose permeability is equal to or greater than six inches of water movement per hour in any part of the soil profile, to a depth of 72 inches.

Much of the City's highly permeable soils lie within the annexed area near the Rappahannock River. Soils analysis should be performed to determine permeability and soil suitability for the desired use.

### Highly Erodible Soils and Steep Slopes

Highly erodible soils are defined, by Chesapeake Bay Preservation Area Designation and Management Regulations, as soils with an erodibility index from sheet or rill erosion equal to or greater than eight. The Department of Agriculture Soil Conservation Service calculates the erodibility index for soil loss by using the variables of soil susceptibility to water erosion, rainfall and runoff, the combined effects of slope length and steepness, and soil loss tolerance. Highly erodible soils were identified using maps developed for the Chesapeake Bay Local Assistance Department. Highly erodible soils and steep slopes that are adjacent and/or contiguous to an existing RPA are included in the RMA designation.

Map 2-6  
Resource Management Areas



## **RMA Non-Tidal Wetlands**

Although wetlands located on or contiguous to perennial streams are identified as RPAs, isolated wetlands or those on intermittent streams also play a significant role in water quality protection. To address the cumulative impact associated with the loss of non-tidal wetlands, the City has identified certain wetlands as RMA features.

## **Other Lands RPA**

Although Smith Run has been designated as an RMA, this stream possesses characteristics that could warrant RPA designation. Smith Run and its unnamed tributary drain a watershed of approximately 1,090 acres (approximately 1/6 of the City's total land area) and is potentially a major transporter of pollutants to Hazel Run. Smith Run, for instance, contributes one-third of Hazel Run's peak flow during a single storm. In addition, the stream valley is characterized as having high runoff due to steep slopes (20 percent) and relatively impermeable soils.

To manage stormwater runoff and flows to Hazel Run, the City has identified a 250 foot area on either side of Smith Run as a designated RMA. This designation will not preclude development although it will set land disturbing activities away from the stream. Designation of a conservation zone along the Smith Run Valley, to protect both the natural and historic terrain, should serve to preserve the area and eliminate the need to redesignate the resource.

## **Intensely Developed Areas**

Under the State's Chesapeake Bay Protection Regulation, the City may designate Intensely Developed Areas (IDAs) as an overlay to the Chesapeake Bay Preservation Areas. This designation recognizes that developed areas and infill sites with little natural environment exist within the above designated preservation areas. Although these non-conforming land uses are in compliance with the underlying zoning, they may not be in line with the Chesapeake Bay Protection Program. In these instances, development and redevelopment that complies with performance criteria specified in the City's Chesapeake Bay Preservation Ordinance and State Chesapeake Bay Regulations for RPA areas, is more desirable than creating new development centers within the RPAs.

The City has identified several areas as IDAs. The first area includes, with the exception of existing waterfront recreational parks, the section of the Rappahannock River RPA that extends from the Falmouth Bridge to the City Dock. The second IDA is in that section of the Hazel Run RPA that courses through the park. The third and fourth IDAs are on North Hazel Run behind existing commercial and residential development. IDA designation allows development to continue but within specific guidelines. The City, for example, encourages establishment of a 100 foot RPA buffer during redevelopment, or expansion of an existing buffer to the 100 foot distance, if possible. In addition, the City encourages use and implementation of landscaping to reduce the amount of impervious area.

## **OPEN SPACE/GREENWAYS**

The City of Fredericksburg has grown geographically to encompass significant

natural resource areas. As a consequence, there exists within the City limits a large amount of natural open space, including stream valleys, various wetlands, and mature woodlands. The City initially established a policy to protect the visual quality of the Historic District. This policy has since been expanded to include protection of the scenic value and sensitive environment of the Rappahannock River and its floodway as well.

Green space provides numerous public benefits. Such areas help to define growth areas, accommodate recreational uses, protect soil and water quality, and provide wildlife habitat. The City of Fredericksburg owns significant amounts of open space along the Rappahannock River as well as a narrow corridor along the Rappahannock Canal and some property along Smith Run. Properties adjacent to this publicly owned open space is also important as open space and should be appropriately managed and protected, to meet the above-referenced public goals.

Map 2-7  
Intensely Developed Areas

## **Chapter III**

### **ENVIRONMENT - HISTORIC AND CULTURAL**

Fredericksburg's identity and character are directly related to its rich history. The City has found that preserving and enhancing the community's defining historic resources encourages economic growth, promotes neighborhood stability and enhances cultural activity. Adopted public policy fully acknowledges that historic preservation, as a land use, has value.

#### **HISTORIC DEVELOPMENT**

In 1728, the Virginia House of Burgesses established Fredericksburg at the falls of the Rappahannock River to meet the needs of settlers and entrepreneurs moving into the Virginia Piedmont. At this location on a navigable river, the City grew and prospered. Sailing vessels carried manufactured goods upriver to the docks and wharves of the burgeoning town and returned downstream laden with the generous harvests and raw materials of the New World. Of particular interest to Britain was the export of smelted iron, from Governor Alexander Spotswood's furnace.

The availability of iron brought Fredericksburg to prominence during the American War for Independence. Local gun manufactories produced muskets, bayonets, and other equipment for many of the Virginia regiments in George Washington's army. In addition, Fredericksburg served as the site of an important potash factory, several mills, hospitals, training centers, and even a prisoner of war camp for some of the British soldiers captured at Yorktown.

During the post-revolutionary period, the new nation's focus shifted westward. Fredericksburg embarked on a canal building venture up the Rappahannock River, but new transportation technology hindered its profitability. By the mid-nineteenth century, developing railroads had drawn much of the overland trade from the area west of Fredericksburg to the maritime ports of Richmond and Alexandria. In addition, deeper draught vessels proved unable to navigate the Rappahannock River as far upriver as earlier trading vessels had, causing a further decline in the City's commerce.

Despite these difficulties, Fredericksburg remained a strategic location. Even as a local company struggled to construct a railroad to the west, the north-south land link between Richmond and Washington D.C. was greatly improved by the Richmond, Fredericksburg and Potomac Railroad. Railroad development, however, had unfortunate consequences during the Civil War. Large, industrial-era armies, with their tremendous logistics needs, were inevitably drawn to the rail corridor that could keep them supplied. On four separate occasions, the Union Army of the Potomac fought the Confederate Army of Northern Virginia in and around the City. In their wake were strewn over 100,000 casualties, shattered buildings, a scarred landscape, and a wrecked economy.

Commercial activity in Fredericksburg had begun to decline before the Civil War and the post-war period was not especially prosperous either. Not until 1872, for example, was the railroad completed between the City and Washington, D.C. Even so, local industry continued to function along the waterways and around the railroad station. There were future benefits in this ordeal because the slow economic growth resulted in a

large number of Fredericksburg's historic structures remaining intact. The retention of so many original buildings helped the City to develop an image as a community rich in American history. As the City progressed into the twentieth century, this historic ambiance generated economic activity through tourism.

The potential for visitation also grew out of the area's Civil War experience. During the latter part of the nineteenth century, increasing numbers of veterans arrived in Fredericksburg to visit scenes of their past struggles. They worked hard to get the Federal government to purchase significant portions of this historic terrain, and the Fredericksburg and Spotsylvania National Military Park was established in 1927. The battlefield park, now administered by the National Park Service, continues to draw visitors to Fredericksburg.

During the post World War Two economic boom, that lasted nearly 50 years, suburban growth exploded from Washington D.C., to the counties of Stafford and Spotsylvania. The implications to the Fredericksburg area are enormous because publicly funded highways (Route 1 Bypass and Interstate-95) have shifted Fredericksburg's traditional commercial base to new locations. The City has responded by annexing areas where the new routes cross the old ones. The new transportation patterns serve suburban needs, but the central business district still maintains its viability by drawing business and residents to its traditional and historic setting.

## **HISTORIC PRESERVATION AREAS**

Public policy in the City of Fredericksburg recognizes the historic, architectural, and cultural significance of a broad range of historic buildings and protects many of these unique resources for future generations. The City's Architectural Review Board, for example regulates exterior changes to buildings located in the designated Historic Fredericksburg District (HFD) and provides advisory review for public projects outside the HFD.

The City implemented historic protection for several reasons. By the 1950s, commercial development had destroyed a number of significant buildings. The loss of an exceptionally prominent structure during this period motivated a local group to establish the Historic Fredericksburg Foundation, Inc. This organization of concerned citizens diligently bought and rehabilitated many historic buildings, selling them with historic preservation easements attached. They also undertook the groundwork to establish a historic district. When downtown retail activity began moving to new shopping centers on the outskirts of town, in the late 1960s, the City government responded by emphasizing the central business district's historic character and promoting tourism more aggressively.

By 1971, much of the City's downtown attained National Register Historic District status. Fredericksburg also encouraged building renovation and downtown revitalization, through local efforts. It provided a partial exemption from real estate taxes for qualifying rehabilitated property, for instance, made capital improvements in the Historic District, and adopted a zoning ordinance that allowed a mix of uses in the central business district. A study of comparative property values has revealed the tangible benefits of this comprehensive strategy. Between 1971 and 1990 residential properties in the historic district increased in assessed value by an average of 674 percent, while comparable residential properties located elsewhere in the City increased by an average of 410 percent. Commercial property values show a similar growth, with an increase of 480 percent within the HFD compared to a 281 percent increase for comparable properties outside the

## Historic District.

The City continues to develop its downtown as a viable tourist destination but ensures that it also remains a vibrant community where people continue to live, shop, eat, and work. To this end, no building or sign permit is issued for reconstruction, exterior additions or alteration, relocation, demolition, new construction, and/or sign placement within the Historic District unless a Certificate of Appropriateness has been granted by the City's Architectural Review Board. While historic structures represent the community's character and identity, the City recognizes the need to adapt them to modern needs. Established public policy helps to preserve their integrity during the adaptive reuse process.

Using publicly adopted plans as guidance, and following a procedural due process that is fair, the

Architectural Review Board helps to maintain a community that is economically viable as well as attractive and livable.

The Historic Fredericksburg District (HFD) currently consists of the following elements:

1. A 40-block section of the City comprises the core district and encompasses the Central Business District, upper income as well as working class neighborhoods, industrial buildings, the railroad station, the government/religious corridor along Princess Anne Street (City Hall, Courts, Post Office, and Churches) and much of the City's urban waterfront. The Central Business District is a commercial center that is also residential in nature. It is a place of small, locally owned businesses in sharp contrast to national retail centers. In residential neighborhoods such as lower Caroline Street, newly constructed dwellings sit comfortably among Colonial, Federal and Victorian houses, reflecting the strength and diversity of the City. Visitors are not so much taken by individual historic sites as they are by a community that exhibits the powerful dynamics of human creativity and economic growth.
2. An area called the Old Mills District includes waterfront industries (mill sites), the lower (power) canal, and several of the mill sites that had been powered by an upper canal. This upper (Rappahannock) canal is in City ownership, but not a part of the HFD. The components of the Mills District are as follows:

*Thornton's Mill (site)*

*Lower mill race, dam, and gates*

*Knox Mill/Rappahannock Electric Light & Power Co. (site)*

*Old Falmouth Bridge Abutments*

*Bridgewater Mill (site)*

*Hollingsworth/Knox Mill (site)*

*Germania Mills (Myer & Brulle) (ruins)*

*City Hydroelectric (foundation & wheel pit)*

*Washington Woolen Mills (wheel pit extant, a portion of the mill structure still in commercial use)*

*Klotz Mill (structure still in commercial use)*

*Embrey Power Station*

3. The Stearns House at 720 William Street, at the foot of Washington Avenue is an individually designated building. It is a prominent Queen Anne dwelling

constructed in 1893 and made a part of the HFD at the owner's request.

## **ADDITIONAL HISTORIC RESOURCES**

The HFD affords protection to a wide range of resources. Other buildings outside the HFD, yet also on the National Register of Historic Places, include Brompton, Federal Hill, and Kenmore. There is also a tremendous variety of historic sites, buildings, archaeological resources, viewsheds, and open space throughout the City that have not been formally recognized. These resources are worthy of historic designation and preservation, not only for their intrinsic value, but to maintain the City's historic character and enhance its appeal as a tourist destination. The following list is a sampling of the types of resources that should be protected for future generations to study and enjoy:

### **Revolutionary War Archaeological Sites**

*Fredericksburg Gun Manufactory* - Currently listed on the Virginia Register of Historic Places, this site near the old Walker-Grant school holds significant archaeological information on late eighteenth century American arms technology.

*Hunter's Iron Works* - Located on City-owned riparian property in Stafford County, this iron works and power canal was established c. 1750. After the iron industry faded in the Rappahannock valley, this complex saw use for other enterprises.

### **African-American Archaeological Sites**

*Smith Cabins* - This site near the Route 1 Bypass includes foundations of pre-Civil War slave cabins.

*Walker Landram House* - This site near Hazel Run is also potentially rich in African-American artifacts.

*Idlewild* - This mid-nineteenth century dwelling has several outbuildings, some of which may be surviving structures related to African-American history.

Map 3-1  
Historic Fredericksburg District



Map 3-2  
Old Mills District

## **George Washington Sites**

*Ferry Farm* - Washington's boyhood home (site) , in Stafford County, is visible from the City Dock. The Kenmore Association, Inc., has recently obtained ownership and is working to restore this site to its eighteenth century appearance. A restored ferry is envisioned to eventually link Ferry Farm with historic downtown Fredericksburg.

*Fielding Lewis Store* - This late eighteenth century brick building, with distinctive sandstone quoins, is a rare surviving example of an Early American commercial structure. Historic Fredericksburg is restoring this structure as a historic attraction.

*Kenmore* - Kenmore is the carefully restored plantation home of Fielding Lewis and Betty Washington Lewis. The Kenmore Association, Inc. oversees this c. 1780 Georgian building as well as Ferry Farm. This property is listed on the National Register of Historic Places.

*Mary Washington House* - The Association for the Preservation of Virginia Antiquities (APVA) maintains this house that was once owned by George Washington's mother. Other APVA buildings include the Rising Sun Tavern, St. James House, and the Hugh Mercer Apothecary.

*Mary Washington Grave* - The City of Fredericksburg maintains this site adjacent to the Gordon Cemetery on Washington Avenue.

## **Historic Residential Buildings**

*Braehead (Howison House)* - This 1850's brick dwelling is located at the base of the hills occupied by Confederate troops during the 1862 battle of Fredericksburg. The privately-owned house is historically intact and has been carefully restored to serve as a Bed and Breakfast.

*Brompton* - Brompton is an 1830's brick house atop Marye's Heights made famous during the Civil War. It is currently owned and used by Mary Washington College. This property is listed on the National Register of Historic Places.

*Fall Hill (Taylor House)* - This late eighteenth century mansion overlooks the City and the Rappahannock valley. This property anchored the Confederate left flank during the 1862 and 1863 battles in Fredericksburg. It is listed on the Virginia Register of Historic Places.

*Federal Hill* - Federal Hill is a late Georgian style house with Federal details. It was constructed c. 1792 by Robert Brooke, who was a strong proponent of the new Constitution, hence the dwelling's name. The property is listed on the National Register of Historic Places.

*Idlewild (Downman House)* - This structure, built in 1859-1860, is an excellent example of Gothic Revival architecture.

*Rowe House* - This prominent Federal dwelling was built in the 1850s, in the 800 block of Hanover Street. The brick walls still show damage from the 1862 battle of Fredericksburg.

*Snowden (Stansbury)* - The Snowden mansion is a Greek Revival home, built c. 1815.

The current building is a reconstruction (1926) of the original house which was destroyed by fire. Mary Washington Hospital/MediCorp have adapted this dwelling to office use.

*Stratton House* - The brick house on Littlepage Street, built in 1855, stood quite alone in this area when Union assault columns swept past on their way toward Marye's Heights in December 1862. The original brick walls still exhibit battle damage.

### **Historic Residential Neighborhoods**

*Washington Avenue* - The late nineteenth and early twentieth century dwellings in the mall area of Washington Avenue are of a quality and architectural distinction that makes them fully eligible for historic designation. This area also includes the George Rogers Clark marker, the Hugh Mercer Statue, the Kenmore Plantation and Gardens, Mary Washington's grave, and the memorial to the Statute for Religious Freedom.

*Royal District* - The neighborhood between Washington Avenue and the HFD also has an integrity and architectural variety worthy of historic designation. This area is focused on Prince Edward, Charles, and Princess Anne Streets (hence its name) but carries over into streets named for less prominent persons. The variety of houses in this district are evocative of changing housing styles as the City expanded.

*Maury School Neighborhoods* - The Maury School property is surrounded on all sides by intact residential neighborhoods. There are a few mid-nineteenth century dwellings in this area, such as the Rowe and Stratton houses, but the majority are late nineteenth century to mid twentieth century dwellings.

### **Historic Commercial/Industrial/Institutional Buildings**

*Maury School* - The original part of this public structure was constructed in 1919 and consists of brick masonry with cast concrete trim. An auditorium was added in 1929. Its construction is of brick but with steel frame supports, as is a 1936 addition. The 7.38 acre site is a prominent area of public open space in the heart of the City.

*Mill Race Commons* - This two-story brick industrial structure dates to the early twentieth century. Most of it has been renovated as both commercial and residential space. Adaptation of the remaining section is scheduled to commence in the near future.

*Old Walker-Grant School* - Walker-Grant School was constructed in 1935 as a racially segregated public school. A new Walker-Grant Middle School has since been constructed on the U.S. 1 Bypass, but this old structure is still in public use.

*Railroad Freight Terminal and Yard* - This solid structure and cobblestoned yard south of the existing tracks was constructed in the 1920s. During this period, the R.F.&P. also constructed the current railroad bridge over the Rappahannock and elevated the tracks to cross over City streets.

*Roxbury Mills/Warehouse District* - This warehouse, with a handsome clere-story, was built in 1903. It is an excellent example of turn-of-the-century industrial architecture and still very much in use. The surrounding district of warehouses and industrial buildings were convenient to the railroad and are reminiscent of the time when the R.F.&P. played a vital role in the City's economy.

## **Entryway Corridors**

*Dixon Street* - This corridor into the central business district passes through twentieth century residential areas and crosses into the HFD at Charles Street.

*Lafayette Boulevard* - This entryway is comprised of early to late twentieth century dwellings and residential areas and a historic battlefield. It parallels the rail corridor and crosses into the HFD at Prince Edward Street.

*Princess Anne Street* - Mid twentieth century commercial structures (Carl's, 2400 Diner, etc.) line this corridor which crosses into the HFD at Hawke Street.

*William Street* - The William Street entryway is tremendously varied. It consists of mid to late twentieth century linear commercial development, the Route 1 Bypass, the Blue-Gray Parkway, more mid twentieth century dwellings; Mary Washington College, the Fredericksburg Cemetery, and the Free Lance-Star. It crosses into HFD at Prince Edward Street.

## **Public Open Space**

*Bradford Square (entry to Fredericksburg Area Museum and Cultural Center).*

*City Dock/Riverfront (recreational boat ramp, historic ferry landing, pontoon bridge site, Charlotte Bottom, Old Stone Warehouse).*

*Hurkamp Park (park, old cemetery)*

*Kenmore Park (recreational area)*

*Market Square (adjacent to historic town hall, enormous archaeological significance for the study of Early American history)*

*Maury Field (recreational area)*

*Old Mill Park (recreational area, mill sites, lower power canal)*

*Old Walker-Grant Field (recreational area, Spanish-American War encampment site).*

*Rappahannock Canal -(bicycle/foot trail, old navigation canal/power canal)  
Mary Washington Hospital Volunteerism Plaza*

*Virginia Central Railway (railroad right-of-way, potential bicycle/foot trail)*

## **Cemeteries**

*Confederate Cemetery* - This 2.9 acre site along Washington Avenue was established by the Ladies Memorial Association to bury Confederate war dead.

*Fredericksburg Cemetery* - This 2.9 acre burying ground is adjacent to the Confederate

Cemetery and has been in active use since 1844. Its original gate is of sandstone construction and oriented to William Street.

*Gordon Cemetery* - This small, enclosed family cemetery is located on Washington Avenue, adjacent to the Mary Washington-Monument. It was in use from 1799 to 1864.

*Masonic Lodge Cemetery* - Associated with Masonic Lodge #4 AF & AM, this 3-acre site at the corner of George and Charles Streets is enclosed by both sandstone and brick walls. This ground saw active use from 1730 to 1945.

*National Cemetery* - Following the Civil War, the federal government established this 12-acre cemetery atop Marye's Heights. Burials commenced in 1865.

*Oak Hill Cemetery* - This 40-acre cemetery commenced burials in 1906 and is still in active use. It is located on William Street.

*Shiloh Cemetery* - This 5-acre site is located at the corner of Monument Avenue and Littlepage Street and has been in active use since 1800. It is owned by the Shiloh Baptist Church - Old Site.

*St. George's Cemetery* - Adjacent to the Episcopal church on Princess Anne Street, this 1-acre site was in use from 1732 to 1920.

*Thornton-Forbes-Washington Cemetery* - Also called the Little Falls Burying Ground, this 1/2 acre family cemetery was in use from 1749 to 1909. It is located north of Princess Anne Street, between the Falmouth Bridge and the Rappahannock Canal.

*Willis Cemetery* - This 1-acre family cemetery on Marye's Heights is enclosed by a brick wall that exhibits battle damage from December 1862. This site was actively used from 1750 to 1860.

#### **Civil War Sites –**

property overlook the historic City from Lee Hill and Willis Hill. A third vista is visible from Chatham, in Stafford County.

*Winter Encampment Sites* - The remains of several Confederate winter encampments are clearly evident along portions of Hazel Run, in the southwest quadrant of the City. These sites include hut holes, many with chimney ruins, arrayed on several hill sides.

### **Civil Rights Sites**

*Old Woolworth's* - Currently, an antiques store, this former Woolworth's was the scene of a Civil Rights sit-in at its racially segregated lunch counter. On this site also stood the tavern where Thomas Jefferson is believed to have written the Statute for Religious Freedom.

### **Infrastructure**

*Traditional Street Grid* - An intact and fully functional street grid laid out in the early eighteenth century still diffuses traffic, provides for convenient public transit, and enhances pedestrian access to the community.

*Enduring Infrastructure* - Paving stones under downtown streets provide a solid underlayment. A distinctive feature in the downtown area is the granite curbing, installed during the Depression by workers in the Works Progress Administration (WPA).

*River Bridges* - Falmouth Bridge (1946)  
Chatham Bridge (1942)  
R.F.&P. Bridge (1927)

*Rail Corridor* - An active downtown station provides rail service to commuters and interstate travellers.

### **Rappahannock River Riparian Corridor**

*City-Owned Upriver Property* - The City of Fredericksburg owns approximately 5,000

for instance, was related to the broader focus of maintaining the viability of downtown Fredericksburg as it confronted dramatic changes in regional economics. Historic preservation became a means to maintain the City's dignity and vitality. In time, interest has grown in other aspects of the City's history. Twenty years after the initial 40-block district had been established, the City publicly recognized its early commercial and industrial activity along the Rappahannock River. In 1993, the Old Mills District became part of the HFD.

Interest also developed to maintain the integrity and value of single structures. In 1996, the HFD was expanded, at the property owner's request, to include an individual structure at 720 William Street. The City responds to such requests by evaluating the historic and architectural significance of sites and structures proposed for historic protection. Entire neighborhoods have also been evaluated. If neighborhoods are deemed eligible for inclusion in the HFD, the City could take the appropriate action, but would only do so at the neighborhood's request and only after a public involvement process. In this manner, public policy related to historic preservation remains a reflection of community values.

## **HISTORIC DISTRICT HANDBOOK**

The City government administers its historic district through a panel of citizens that comprise the Architectural Review Board. The City recognizes, however, that it shares custody of the community's heritage with private citizens who own many of its historic buildings. As a consequence, the City has provided a handbook that includes maintenance and restoration guidelines as well as information on how historic preservation relates to the community's function and development. As noted previously, preservation policies have been adopted not to create a static destination for visitors but to enhance a living, growing community.

## **Chapter IV**

### **POPULATION AND ECONOMY**

Fredericksburg's population and economy are examined together to better illustrate trends in the City's growth and development. Due to its location, the City serves as a regional center for administration, professional services, finance, higher education, medical care, and commercial activity. In addition, Fredericksburg has continued to take advantage of its unique historic and cultural character to maintain its growing tourist industry.

#### **POPULATION GROWTH**

Fredericksburg's population growth has varied substantially over the years. As Chart 4-1 illustrates, the City grew rapidly during the 1930s (nearly 5 percent per year). During the 1940s and 50s, however, the growth rate ranged between 1 and 2 percent annually and slowed to less than 1 percent per year during the 1960s and 70s. The 1980s showed annualized population increases of approximately 2.4 percent per year, although these were due to two factors. First, the City annexed approximately 4.4 square miles from Spotsylvania County in 1984, adding 2,425 persons to the City's population. Second, enrollment at Mary Washington College grew. If the persons added to the City's population as a result of annexation and increased college enrollment are not factored in, annualized growth for the 1980s falls to less than 1 percent per year.

Although Fredericksburg grew at a greater rate in the 1980s than it had during the previous two decades, it still grew more slowly than the surrounding counties. Between the 1980 and 1990 Census, the City's population increased from 15,322 to 19,027 persons, or by 24 percent. Spotsylvania County, however, went from a population of 34,435 in 1980, to 57,403, for an increase of 67 percent. Stafford County's population increased from 40,470 to 61,236 persons, or 51 percent.

The provisional 1997 population figures from the Weedon Cooper Center show continued growth in the surrounding counties during the 1990s. Spotsylvania County has grown from a population of 57,403, in 1990, to 77,000, an increase of 34 percent over a 7 year period. Stafford County's population increased from 61,236 to 88,300 persons, or by 44 percent over the same 7 year period. Fredericksburg's population, on the other hand, has remained more stable, with an increase of 8 percent, from 19,027 to 20,600 persons. The population of the entire RADCO Planning District 16, which includes Fredericksburg and Spotsylvania, Stafford, King George, and Caroline Counties, has jumped from 170,410 in 1990 to 224,700 in 1997, an overall increase of 32 percent.

#### **ECONOMIC CONTEXT**

Fredericksburg's economy is very much affected by three basic conditions: its historic character, its strategic location, and the existence of two major public institutions. The benefit derived from these factors can be summarized as follows:





1) The City's historical and cultural ambiance distinguish it within the region and provide the basis for a strong tourist economy as well as making it an attractive place to reside and conduct business.

2) The City's location on an interstate highway and the recent expansion of public transportation options is extremely favorable to economic development, as the Northern Virginia suburbs continue to expand into the Fredericksburg area.

3) Two public institutions, Mary Washington College and Mary Washington Hospital, provide amenities and a wide range of employment opportunities not ordinarily found in smaller sized communities.

## **EMPLOYMENT**

Fredericksburg is home to a diversity of small to medium sized firms. As of 1995, the City's largest private employer, the Rappahannock Area Community Services Board for example, had a work force of only 261 persons. Second in size was the Free Lance-Star Publishing Company, employing 260 persons, followed by Hechinger Stores, with 200 persons. As development occurs in the Central Park Shopping Center, however, the above employment figures has been surpassed by some of the larger retailers in this commercial complex. As of September 1998, the Central Park Shopping Center had generated \_\_\_\_\_ new jobs.

Like most communities, Fredericksburg's largest employers are public and non-profit institutions. Mary Washington Hospital is the City's largest single employer with 2,800 employees. Mary Washington College, with 731 employees, is the second largest employer followed by the Fredericksburg Public Schools (482 employees) and the City of Fredericksburg (364 employees).

### **Employment Distribution**

Fredericksburg's three largest employment sectors, in terms of numbers of employees, are services, retail, and manufacturing (see Chart 4-2). Services, at 37 percent, are slightly higher than the neighboring counties. Retail trade, at 35 percent, is comparable to both Stafford (see Chart 4-3) and Spotsylvania (see Chart 4-4) Counties. Manufacturing employment, at 9 percent, is also similar to the neighboring counties.

### **Employment Growth**

During the period from 1990 to 1995, Fredericksburg's total employment grew from 15,831 persons to 18,057. This increase represents a total job growth of 14 percent during this five year period.

Of special interest is the increase in retail sales activity. The total number of retail establishments in the City increased from 217 in 1990 to 655 in 1997, or over 200 percent. The number of restaurants in the City have also increased over this same period. In 1990, there were 41 restaurants, but by 1997 that number had increased to 109, for an overall growth of 166 percent.







## **TOURISM**

Fredericksburg's tourism industry benefits not only from the area's history and culture, but from its location on a major transportation crossroads and its proximity to Washington, D.C. and the populous Northeast. The impact of the City's tourism market is most frequently measured by the Virginia Tourism Corporation (VTC) using a percentage of lodging, restaurant, auto, and retail sales. In 1995, these travel related expenditures in Fredericksburg totaled \$69.1 million. This amount, according to VTC and the Virginia Department of Taxation, equaled 13.7 percent of the total taxable sales in the City. In 1995, travel-related employment in the City totaled 1,220 jobs, with a payroll of over \$15 million.

The revenue from the meals and lodging tax has increased steadily each year since the institution of this tax in Fredericksburg in 1990. With the addition of more high-volume restaurants, especially in Central Park, over \$3.2 million have been collected in the past year. Tourism's effects on Fredericksburg's revenues and economy are expected to continue as investment and expansion occurs in Central Park, and visitor amenities are enhanced in the downtown Historic District.

Fredericksburg maintains its own marketing efforts for the Historic District, with group tours as well as special events and festivals. The City has also initiated a regional tourism marketing program with the surrounding counties. In 1992, Stafford joined the regional program, followed closely by Spotsylvania in 1993. By 1997, this cooperative program had leveraged an annual regional tourism budget of \$292,000.

## **HOSPITAL AND COLLEGE IMPACTS**

Both the college and the hospital make an important contribution to Fredericksburg's economy. In 1997, Mary Washington Hospital employed over 2,800 persons and had a payroll over \$50 million. The hospital's economic impact extends beyond those its payroll, though, because of the variety of other activities that stem from its existence. These benefits include hospital-owned businesses, physician's offices in the City, other medical personnel, hospital suppliers, and a range of businesses indirectly affected by the hospital such as florists, gift shops, and lodging establishments.

Mary Washington College is the second largest employer in Fredericksburg in 1997, with 731 employees. As with the Hospital, estimates of the College's economic impact are much greater than the direct employment figures indicate. These benefits include college-owned or promoted businesses and events, college suppliers and contractors, as well as a wide range of businesses indirectly impacted by the college such as restaurants, apartment complexes, and lodging establishments.

## **DEMOGRAPHICS**

### **Demographic Changes - Population Age**

Like many communities across the nation, Fredericksburg's population is

increasingly comprised of older persons. The City's median age in 1996, however, because of enrollment at Mary Washington College. Graph 4-5 shows Fredericksburg's population by age groups.

There are several trends to be noted in Fredericksburg. First, the numbers of small and school age children has remained relatively stable. Second, the 45 to 64 age group will experience larger gains than in previous years, as the post World War Two generation ages. Third, the 20 to 44 age group, which has experienced major increases in the 1970s and 80s, should eventually begin to decline due to the trend enumerated in the second point, above. Residents over 65 years will continue to comprise a growing proportion of the City's population.

### **Demographic Changes - Minority Composition**

The percentage of minority citizens has increased from 21 percent in 1980, to 24 percent in 1990, to 28.3 percent in 1997. Black residents are the largest minority group in the City, comprising 24 percent of the population. Other minority groups comprise 4.3 percent of the total population, in 1997.

### **Demographic Changes - Household Size**

During the 1960s and 70s, the young and elderly set a national trend by increasingly establishing themselves in separate quarters. As a consequence, the number of one and two persons households grew significantly. Smaller families that had children later rather than sooner also contributed to this trend. Compared to other comparably sized communities, Fredericksburg has a low household size. Fully one-third of all the City's households are comprised of one person, although this number also reflects the large number of college students who live in Fredericksburg.

### **Demographic Changes - Family Relationships**

Family relationships have been changing in Fredericksburg consistent with national trends. The City's population is increasingly divorced, separated, single, or widowed while the proportion of married residents has declined (see Chart 4-6).

## **LABOR FORCE CHARACTERISTICS**

### **Labor Force Characteristics - Education**

Chart 4-7 shows the education levels of Fredericksburg residents compared with those in the surrounding counties. The figures are based on Weldon Cooper Center figures for 1996.







### **Labor Force Characteristics - Income**

Fredericksburg's median family income in 1996 was \$31,842. This figure is lower than the surrounding counties (\$49,855 for Spotsylvania and \$58,311 for Stafford). College students living on campus are not included in household statistics formulated by the Census; hence median income figures for Fredericksburg do not include such students.

### **Labor Force Characteristics - Commuting Patterns**

Commuting patterns measure the daily travel between places of residence and places of work. The most recent data is from Claritas, Inc. and the Internal Revenue Service. According to available information for 1996, Fredericksburg retained 40 percent of its own workers (compared to 47 percent in 1990). The average commute time for all residents is 22.1 minutes.

A substantial number of workers commute to Washington, D.C., including 19 percent of Fredericksburg's work force; 28 percent of Spotsylvania County's; and 50 percent of Stafford County's. This high volume of commuters substantially burdens the congested automobile routes, especially Interstate I-95. The Virginia Railway Express has provided some relief to commuters while also helping to revitalize a section of the City's downtown by bringing commuters through the area around the Lafayette Boulevard railroad station.

### **Labor Force Characteristics - Wage Rates**

As of the fourth quarter of 1996, the average weekly wage for all industries in Fredericksburg was \$455, which was slightly higher than the average wage in the Rappahannock Region (\$448), but less than the State average (\$544). The average wage paid varied substantially by industry with retail trade paying the lowest wages. Manufacturing is also not a high wage category for Fredericksburg.

### **Labor Force Characteristics - Unemployment**

Fredericksburg's unemployment rate during the 1980s has generally tracked the state's figure, although the City exceeded both the state and the national rates, during the early 1980s. By the mid-eighties, the City and the state had the same unemployment rate of 5 percent and remained closely matched for the next five years. In 1990, the City's unemployment rate of 4.5 percent was the same as the state's. By 1998, however, the unemployment rate in Fredericksburg had dropped to 3.5 percent.

## **Chapter V**

### **HOUSING**

Fredericksburg's housing and real estate market is affected by the following critical factors:

1. The City is located midway between Washington D.C. and Richmond and is extremely accessible by rail, roadway, and air.
2. The City's historic structures and location on the scenic Rappahannock River, give it a distinct character that is extremely attractive to both residents and commercial enterprises.
3. A substantial amount of land (approximately 1,500 acres or 22.7 percent of the City's total area) remains undeveloped.

These conditions have affected previous housing development and will certainly influence local housing into the future.

#### **HOUSING TRENDS**

Census data as well as the Fredericksburg Visions SCAN (February 1991) reveal two significant housing trends: 1) The percentage of City homeowners is decreasing (Graph 5-1) and; 2) the percentage of multi-





The above economic and demographic trends are evident in Fredericksburg and Spotsylvania County housing prices and homeownership levels. Each jurisdiction has roughly an equal average house price - \$104,900 for the City and \$104,000 for the County. According to the 1990 Census, the homeownership level in the City has decreased to 37.3 percent while Spotsylvania County levels have increased to 81.9 percent (Graph 5-4).

This disparity in homeownership levels in the City is even more disproportionate when examined along racial/ethnic lines. While the City's overall homeownership rate is 37.3 percent, it is only 31.8 percent among Black households, and 6.3 percent among Hispanic households. Clearly, homeownership opportunities are needed by many segments of the City's population.

First-time homebuyers especially confront limited homeownership opportunities in the City, as shown in housing tenure data noted earlier in this document. Of the City's 2,779 owner-occupied dwellings, 41.5 percent of the occupants moved into the units prior to 1970. Since then, the predominant type of housing construction has been rental units. Appropriate housing that is also affordable to first-time homebuyers is not always readily available within the City.

The City's accessibility increases the demand for area housing. This demand is driven both by persons who are seeking housing affordable to them while they commute to jobs outside the area as well as by persons seeking jobs and services within the City. The growing need for housing will be met through new development as well as through development of individual vacant properties within the built environment, or infill development. Infill parcels are scattered throughout the City and may appear deceptively insignificant. Collectively, though, they comprise a large amount of land available for housing development.

### **Housing Type**

During the 1970s and 1980s, the Fredericksburg area experienced rapid development in the multi-family housing market. This trend has continued into the 1990s. The result has been many townhouse and apartment complexes that present two problems. First, this new housing is not always readily accessible except by automobile. Accessibility should not be discounted as a factor in housing affordability because low-income families do not always have adequate transportation. Second, this abundance of multi-family housing construction corresponds with a surge of single-family housing construction in Spotsylvania and Stafford Counties. The resulting predominance of one type of housing over the other reduces housing opportunities in each jurisdiction.



## HOUSING USE

Housing use, indicated by such factors as overcrowding, household size, and vacancy rates, helps to establish a clearer picture of housing conditions in Fredericksburg. The following information has been obtained from the 1995 Consolidated Plan.

**Overcrowding** - Housing units with more than one person per room are considered to be overcrowded. According to the 1990 Census, 2.9 percent of the occupied rental units in the City were found to be overcrowded. Only 1.0 percent of owner-occupied housing, on the other hand, is considered overcrowded.

**Household Size** - The number of persons who occupy a dwelling unit is the household size. Household size in Fredericksburg is following the national trend and declining slightly. The average household size in the City in 1970 was 2.7 persons. By 1980, this figure had dropped to 2.28 persons. The 1990 Census indicates an average household size of 2.24 persons.

**Single Person Households** - The City has a high proportion of single person households. The increasing numbers can be attributed to growing enrollment at Mary Washington College as well as to demographic trends. In 1970, approximately 22 percent of all City households were comprised of one individual. By 1980, this proportion had reached 34 percent. According to the 1990 Census, 35 percent of the City's population, or 2,588 citizens, are living alone. Of this number, 966 are 65 years or older, indicating a possible need for housing adapted to meet elderly needs and thus ensure independent living, (which is substantially more cost effective than institutional living).

**Vacancy Rate** - Vacancy rates indicate the amount of choice community residents have in selecting a dwelling. The U.S. Department of Housing and Urban Development (HUD) has used a 6 percent baseline vacancy rate as a partial guide to determine if a community needs housing assistance programs to supply more housing. According to the 1990 Census, Fredericksburg's vacancy rate was 7.6 percent. This figure drops when the rental market is examined by itself and gives a better indication of the conditions confronting most low-income persons. In September 1990, the City conducted its own survey to determine vacancy rates. Overall, only 5 percent of the available rental units were found to be vacant at that time. When the subsidized apartments were considered by themselves, the vacancy rate dropped even further, to 4 percent.

## HOUSING CONDITIONS

Exterior condition surveys of City neighborhoods have identified several general residential areas with a concentration of substandard housing units. Substandard conditions are those that are detrimental to the resident's health and safety, including but not limited to leaking roofs, inadequate electrical service, inadequate plumbing, and structural defects. The overall number of substandard houses has been decreased significantly by a concerted City effort to rehabilitate low income housing, primarily owner-occupied units. Efforts are city-wide.

Ongoing housing rehabilitation is required to maintain the City's housing stock. Fredericksburg is well known for its well preserved, historic dwellings. Approximately one quarter of the City's houses were built prior to 1940 and these buildings are part of the City's charm and attractiveness. Some of this housing, however, is occupied by low to



moderate income residents who may not have the financial ability to adequately maintain it. Housing rehabilitation provides safe and sanitary housing for these persons, conserves existing neighborhoods by bringing vacant buildings back into use (as well as helping residents to stay in their homes), and maintains existing affordable housing stock.

## **HOUSING POLICY AND INITIATIVES**

The City of Fredericksburg has an adopted affordable housing policy to encourage development of a variety of housing throughout the City. While most residential development occurs within the context of private enterprise, other housing development must be publicly supported. In this regard, the City has long participated in programs to provide housing affordable to low and moderate income families (defined by HUD as 80 percent of the area's median income or below, based on household size). Through HUD-sponsored housing subsidy and assistance programs, the City has been able to assist in providing over 800 housing units reserved for lower income families. In fact, the City is estimated to have provided approximately three-quarters of all available subsidized or assisted housing within the region.

Housing developments such as Mill Park Terrace, Hazel Hill Apartments, Forest Village Apartments, and Heritage Park Apartments are examples of existing housing within the City reserved for eligible lower income families. In more recent housing developments, such as Belmont Apartments and Cedar Ridge Apartments, a percentage of the total units (20 percent) are reserved for eligible low to moderate income families.

The Townsend Square Apartments, which includes 200 residential units in eight buildings, is an example of housing development that includes accessible units in the initial construction phase of the project. The four at-grade units in each building are adaptable with minimal modifications to meet the needs of disabled persons.

The most recent addition to the area's affordable housing stock is proposed to be the 180-unit Crestview development.

The Department of Social Services also administers the Section 8 Rental Assistance Program to provide rental assistance to lower income families, including a number of mentally handicapped/mentally retarded renters.

## **NEIGHBORHOOD REDEVELOPMENT**

The dwellings in an existing residential area impart a distinct neighborhood identity while a core community of homeowners and long-time residents establish its stability. As a consequence, conserving neighborhoods requires a policy that acknowledges the interrelationship of both physical and human resources. Housing rehabilitation, for example, ensures the existing housing stock that identifies a neighborhood is maintained while providing for the health and safety of its occupants. Infill development and rehabilitation of vacant structures removes blighted areas and vacant lots from the streetscape, denying these locations to illegal activity while strengthening a neighborhood's visual and physical appeal.

The City of Fredericksburg is a Community Development Block Grant (CDBG) entitlement community. Through its annual CDBG entitlement, the City provides several programs that specifically address neighborhood development. The Emergency Home

Repair Program, for example, provides assistance to very low income homeowners for roofing and plumbing repairs. The Homeownership Assistance Program helps low to moderate income homebuyers to acquire a house. A Vacant Properties Program encourages investors to rehabilitate and reuse properties that have been vacant for an extended period. All CDBG programs are available City-wide.

## Chapter VI

### PUBLIC SERVICES AND FACILITIES

The City of Fredericksburg is an independent jurisdiction and is responsible for providing public services to its citizens. The City government also shares in the provision of state government functions, such as court services, election administration, education, and welfare.

#### CITY FACILITIES

City services are provided from several locations in and around the City, as follows:

<b><u>Facility</u></b>	<b><u>Function</u></b>
City Hall (715 Princess Anne Street)	City Administration City Council Chambers Commissioner of the Revenue Commonwealth Attorney Sheriff Voting Registrar
City Shop (1000 Tyler Street)	Public Works, Traffic Division, Vehicle Maintenance
Community Center (408 Canal Street)	Parks, Recreation and Public Facilities
Department of Social Services (608 Jackson Street)	Social Services, Section 8 Housing Assistance
Fire Department (601 Princess Anne Street) (Station 2, 101 Altoona Drive)	Emergency Services, Hazardous Materials Team
FREdericksburg Regional Transit (1400 Jefferson Davis Highway)	City Bus Service
Police Department (615 Princess Anne Street)	Police Services, Crime Prevention; Animal Control
School Administration	School Board

(817 Princess Anne Street)

Superintendent of Public  
Schools

Hugh Mercer Elementary School  
(2100 Cowan Boulevard)

James Monroe High School  
(2300 Washington Avenue)

Walker-Grant Middle School  
(One Learning Lane)

Wastewater Treatment Plant  
(700 Beulah-Salisbury Drive)

Sewer Plant Operation

Water Treatment Plant  
(1505 Kenmore Avenue)

Waterworks

Visitor Center  
(706 Caroline Street)

Economic Development  
Office, Tourism Office

## **EDUCATION**

### **Fredericksburg Public Schools**

Fredericksburg maintains a strong commitment to education. Like jurisdictions across the nation, expenditures by the Fredericksburg Public Schools are derived from local, state, and federal funding. Cost per pupil, the most common comparative measure, includes administration, instruction (less adult education), student personal and health services, student transportation, operation and maintenance, fixed charges, special education, and state share of teachers' retirement and social security. The proportion of the City's education budget from local funds, for 1996-97 was 64.3 percent. During the 1996-97 school year, the City's expenditures per student attending public schools was \$6,566.

**Enrollment Trends** - Student membership, or the number of children enrolled on a designated school day, was 2,077 in Fredericksburg for the 1996-97 school year. The City's school population has declined from a peak membership of 2,903 for the 1971-72 school year. This reduction, though, was typical of what has happened in many school systems nationwide as the post World War II generation postponed marriage and child rearing. The declining numbers stabilized in the early 1980s and Fredericksburg's school membership fluctuated between a low of 2,067 in 1982-83 to a high of 2,200 in 1985-86. School officials project a stable to slow growth in schools enrollment.

**Student-Teacher Ratios** - The ratio of the number of students to each classroom teaching position is an indicator of class size and the amount of individual attention given to each pupil. During 1996-97, Fredericksburg's ratio of students to teachers was 12.7.

## **Mary Washington College**

Mary Washington College, founded in 1908, is a state-supported residential and co-educational liberal arts institution with a 1997-98 enrollment of 3,840 students. The college offers a broad range of undergraduate programs. The most popular majors include Business Administration, Psychology, English, Biology, and History. A masters program is offered in liberal studies. Approximately 52 percent of the student body lives on campus.

The Center for Graduate and Continuing Education was established to serve area adults. This center has programs for graduates and undergraduates, credit and non-credit courses, and programs designed for part-time and commuting students. Graduate level engineering and MBA programs are offered in the evening, by satellite, from other Virginia institutions.

To meet the increasing demand for graduate and specialized programs, Mary Washington College is building a second campus in Stafford County. This new facility, will provide courses for part-time and commuting students.

## **Community Colleges**

Three community colleges are located within commuting distance of Fredericksburg. Germanna Community College provides two of these facilities. The Locust Grove Campus is located approximately 20 miles west of the City on State Route 3. The Fredericksburg Area Campus - which opened in January 1997- is located just south of Fredericksburg off the Route 17 Bypass. Germanna has led all state community colleges in enrollment growth in the past two years. Enrollment for Fall 1997, for instance, was 2300 at the Fredericksburg Area Campus and 1,500 at Locust Grove. Germanna cooperates with the region's economic development agencies and emphasizes work force development. The third nearby facility is the Woodbridge branch of the Northern Virginia Community College, which is located approximately 30 miles north of Fredericksburg.

## **LIBRARY**

The Central Rappahannock Regional Library (CRRL) system provides library service to the City of Fredericksburg. Its headquarters, located at 1201 Caroline Street, has a collection of approximately 502,000 items and a 1997 circulation which exceeded 2.6 million materials. The headquarters also has several special collections -- the Virginiana Room, which contains materials on genealogy and local and state history, a law library, and a talking book collection from the National Library for the Blind.

In 1990, the library building received a major renovation that greatly expanded its available stack space, provided more administrative offices, and created much needed meeting rooms. In 1992, the John Musante Porter Library opened with a collection of 100,000 items. In 1994, the Salem Church Library opened with a collection of 75,000 items. In addition, there are three branches in Westmoreland County and one at Spotsylvania Courthouse.

The CRRL has a very active Outreach Department which administers 98 bookmobile stops per month, as well as deliveries to 30 institutions and 30 daycare centers.

## **WATER AND SEWER SERVICES**

Fredericksburg's principal source of water is the Rappahannock River. All public water is pumped from the river, treated, and distributed to users throughout the City. Sewage is collected, treated, and returned to the river. Service is provided to all households and businesses within the City's boundaries with the exception of certain undeveloped areas. Once the City's water and sewer service is extended to the above described areas, however, residents currently on septic and wells will be able to connect to City water and sewer lines.

The Fredericksburg water system has a capacity of 6 million gallons per day (MGD). In addition to supplying City residents, Fredericksburg pumps 1 to 1.5 MGD of treated water to Spotsylvania County and minor amounts to Stafford. In turn, Spotsylvania bears a proportional share of the cost of operating and maintaining the City's water plant. Additionally, the City has emergency access to 0.8 MGD of water from Stafford County.

A joint water agreement between Fredericksburg and Spotsylvania County has provided for a new water treatment plant at the Mott's Run Reservoir. This facility is currently under construction. A pipeline will be routed from the new plant to the City's distribution system. When this pipeline is completed and the new plant is on-line, the existing municipal water treatment plant on Kenmore Avenue will be closed, leaving the area available for adaptive reuse.

The water treatment plant at the Mott's Run Reservoir will initially have a treatment capacity of 12 MGD, to serve both City and County needs. The City of Fredericksburg will be able to receive 5 MGD of this initial capacity. The new plant will be expandable and Fredericksburg will eventually be able to receive 7 MGD of the overall capacity. The City's investment in this joint water treatment facility is commensurate with what its investment would have been to renovate its aging plant on Kenmore Avenue.

As part of the joint water agreement, Fredericksburg sold Spotsylvania county 217 acres of its riparian land at Hunting Run. This area will become a pumped storage water reservoir. Water will be withdrawn from the Rapidan River at times of peak flows, stored in the reservoir, and released back into the River at times of low flow so it can be withdrawn for treatment at Mott's. The water withdrawal permit, however, requires that a mean annual flow of at least 40 percent be maintained in the River, to serve recognized instream uses. After the new water withdrawal intake is constructed at Mott's Run, the existing intake below the Interstate-95 bridge will be closed.

Fredericksburg has one sewage treatment plant with a permitted capacity to treat 3.5 MGD. The City collects approximately 3.0 MGD of sewage from users within the City limits. The City collects another 1.3 MGD of sewage from three locations in Spotsylvania County. Fredericksburg pumps all of the Spotsylvania sewage and another .375 MGD of sewage from City users to Spotsylvania's FMC treatment plant. The remainder is treated at the Fredericksburg plant. Long range plans call for eventually expanding the sewage treatment plant to a capacity of 4.5 MGD.

## **SOLID WASTE/RECYCLING**

Fredericksburg provides refuse collection service to City residents with two collections per week. The City's Department of Public Works disposes of this refuse at the

Rappahannock Regional Landfill located in Stafford County. The landfill has approximately 30 years of disposal capacity remaining.

Recycling activities to meet the state goals involves a collaborative effort with Stafford County under the overall direction of the Rappahannock Regional Solid Waste Management Board (R-Board). The R-Board has developed a recycling program to move the City and County from a relatively minimal recycling effort (3.7 percent in 1990) to higher percentages mandated by the General Assembly. Their plan relies heavily on resident participation, as 70 percent of waste is derived from households. As a consequence, curbside collection is emphasized due to higher participation rates (65 to 85 percent for curbside versus 35 to 50 percent to drop off). Still, drop off recycling facilities are available for residents at the City Shop, during specified hours.

Recycling recovers newspapers, glass containers, aluminum beverage containers, plastic containers, and steel and bi-metal cans. Commercial business and government recycling recovers cardboard and high grade office paper.

## **POLICE**

Law enforcement for the City of Fredericksburg is provided by the City Police Department, which in 1998 had 60 officers. The Department is also authorized 30 auxiliaries. Crime rate initiatives include Neighborhood Watch programs, a Crime Solvers program, a Special Entry and Tactics Team, five canine units, two mounted police officers, a bicycle patrol, and enhanced 911. The traffic division also has two certified accident reconstruction specialists.

The ratio of law enforcement officers per 1,000 residents is nearly 3

## **Rappahannock Regional Jail**

The Rappahannock Regional Jail, currently located at 1020 Lafayette Boulevard, is jointly owned by King George, Spotsylvania, and Stafford Counties and the City of Fredericksburg. This facility houses convicted criminals who are jailed for a period of up to 12 months, and also serves as a temporary confinement facility for those persons awaiting trial or sentencing to a more permanent location. The jail currently has 99 cells. Two dormitory type facilities are also in place.

A new regional jail is currently under construction in Stafford County. This facility will have 622 beds but will include built-in areas to accommodate future expansion. When the new jail is completed, anticipated to be by the year 2000, the facility on Lafayette Boulevard will be closed and have the potential for adaptive reuse.

## **Rappahannock Juvenile Detention Facility**

The Rappahannock Juvenile Detention Facility at 400 Bragg Hill Drive, is jointly maintained by the City of Fredericksburg with Spotsylvania, Stafford, Orange, Greene, Louisa, and Madison Counties. The facility's capacity is 21 beds, which are generally 100 percent occupied. There is a growing overcrowding problem, however, so the Rappahannock Juvenile Detention Commission is actively planning to construct an 80-100 bed facility perhaps in Stafford County. Once completed, the facility at Bragg Hill would be closed.

## **FIRE AND RESCUE**

The Fredericksburg Fire Department engages in fire protection, rescue services, inspection activities, and site plan reviews, and is also responsible for the City's Emergency Operations Plan.

The Fire Department has a total of 47 full-time employees which includes fire fighters and supervisory shift personnel, an inspector, a secretary, a chief, and a deputy chief who also acts as the hazardous materials coordinator. The Department coordinates and trains the Volunteer Fire Company which consists of 25 volunteer citizens.

The Department also has four full-time, paid emergency medical specialists to augment the Fredericksburg Volunteer Rescue Squad which, until 1990, had been manned entirely by volunteers. The Rescue Squad provides emergency medical and ambulance response services throughout the City as well as parts of Spotsylvania and Stafford Counties.

## **COURT SYSTEM**

Judicial administration is located in the City's downtown area along the Princess Anne Street corridor, as follows:

Circuit Court  
(815 Princess Anne Street)

Felonies, Civil Suits;  
Clerk, Records

General District Court  
(615 Princess Anne Street)

Misdemeanors, Traffic  
Law

Juvenile and Domestic Relations Court  
(701 Princess Anne Street)

Domestic and Juvenile  
Cases

## **HUMAN SERVICES**

### **Private Health Services**

Mary Washington Hospital is a full service hospital that serves the entire Rappahannock area. It is licensed for 340 beds although it operates at 312 beds. In 1989, the hospital had a total of 14,710 admissions.

Construction of a new hospital on a 70 acre hospital campus has allowed an increase in the number of intensive care beds (from 20 to 32), a doubling of the number of operating rooms (to 12), and a 60 bed mental health and treatment unit. The new setting has also permitted a major increase in the number of parking spaces, addition of a helicopter landing pad, and new buildings to house doctor's offices. Sufficient land also remains available to accommodate future expansion.



## **Public Health Services**

The Rappahannock Area Community Services Board (RACSB) provides community-based mental health, mental retardation, alcohol/drug abuse, and early childhood intervention services for the citizens of Fredericksburg as well as Caroline, King George, Spotsylvania, and Stafford Counties. RACSB also provides emergency services, short-term residential care, and day support programs. RACSB's residential services include a variety of arrangements to assist mentally retarded persons or others with mental illness who need special living arrangements to maintain themselves in the community.

The Fredericksburg Health Department provides both medical and environmental services to City residents. Medical services provided to economically disadvantaged persons include communicable diseases service, child health services, maternal health services, family planning, and dental health. Medical services for the entire City consist of foreign travel immunizations, community education, vital records, maternal and infant care coordination, and Medicaid. Environmental services include regulating activities related to water supply, sewage treatment, and institutions responsible for public health such as restaurants, day care centers, and adult homes.

## **Social Service Programs**

The City's Department of Social Services administers both financial and social support services programs to meet a great variety of human needs. Financial assistance helps to provide basic subsistence benefits to low income families and includes monetary grants to help pay for such essentials as housing, utilities, and clothing. The largest income support programs administered by the Department are Aid to Dependent Children, Food Stamps, and Grants to Aged and Disabled. Social support services include Child Welfare Services, Foster Children Services, and Adult Protective Services. The City also purchases certain services for indigent clients such as day care, provision of companions, and employment services.

A variety of non-profit human service organizations complement the work of private and public agencies in Fredericksburg. These organizations include the American Red Cross, the Rappahannock Area Agency on Aging, Rappahannock Legal Services, the Salvation Army, Habitat for Humanity, and many others. The United Way provides important funding support for such groups.

## **PARKS AND RECREATION**

Fredericksburg residents enjoy a variety of public recreational assets. Exclusive of public school facilities, the City maintains thirteen parks (see Table 6-1). Local citizens also have access to the facilities maintained by the Fredericksburg-Stafford Park Authority and by the Fredericksburg-Spotsylvania National Military Park.

The Fredericksburg-Stafford Park Authority, created jointly by the City and the County, owns an additional three parks near the Rappahannock River with a total of 222 acres. These include Saint Clair Brooks Memorial Park, Old Mill Park, and John Lee Pratt Memorial Park. In addition to City offerings, other government units provide a variety of recreational opportunities. The State of Virginia stocks Motts Run Park Lake and

operates the landings at City Dock and Motts Landing. Federal parks in the area are extensive and largely related to the Fredericksburg-Spotsylvania National Military Park.

Based on commonly used standards for open space adequacy, a locality should have ten acres of neighborhood, district, and regional park for every 1,000 residents. Using this standard, Fredericksburg would need slightly more than 200 acres of park lands.

The total acreage of facilities owned by both the City and the Fredericksburg-Stafford Park Authority exceeds this recommended amount and does not include the public school facilities which are extensively used by the Department of Parks and Recreation.

**TABLE 6-1**  
**Fredericksburg Parks & Recreation Inventory**

NAME	ACRES	USES/FACILITIES
Alum Springs Park	35	picnic areas, trails, playground
Bradford Square	0.5	benches, flower garden
Canal Park Trail	1.8 miles	multi-use trail
City Dock Park	1.0	boat ramp, picnic area
Community Center	0.9	activity rooms, senior citizens area, offices, kitchen
Hurkamp Park	1.8	benches, Farmer's Market
Kenmore Park	8.0	tennis courts (some lighted), basketball courts, playground
Mary Washington Monument	3.7	gravesite, open space
Mayfield Park	2.0	basketball courts, shelter, playground,
Merchant's Plaza	0.5	scheduled events, terraced deck
Motts Run Park	20 usable acres total acreage 877 (which includes a 160 acre lake)	boat rental, picnic areas, trails
Riverside Drive Park	8.0	open space and water- front area - not yet fully developed as a park
Snowden Park	15	playground
Wayside Parks	0.5	picnic areas 1 and 2
Total Acreage - 954		
Total Usable Acreage - 97		

While there appears to be adequate park acreage to serve City residents, a more comprehensive analysis can better evaluate recreational needs. National Recreation and Park Association (NRPA) and Commonwealth of Virginia standards focus more on specific facilities than on acreage alone. Table 6-2 indicates the type and number of recreational assets that have been found to be suitable for a city the size of Fredericksburg.

**Table 6-2  
Recreation Standards**

Activity	Standard (Facility per Number of Residents)	City Need	City/School/ Park Authority	City Supply
Baseball	1/5000		4	0/2/0
Basketball	1/5000		4	6 ½/5 (4 indoor)/0
Bicycle/Foot Trail	2 miles per 1,000	40	6.4/0/0	
Recreation Center (with gym & pool)	1/25,000		1	0
Football	1/20,000		1	0/1/0
Golf	9 holes per 25,000		1	0
Soccer	1/5,000*		4	0/4/0
Softball/T-ball	1/5,000		4	0/3/0
Swimming	1 50 meter pool/ 20,000		1	0
Tennis	1/2,000		10	6/5/0
Volleyball	1/5,000	4	0/3/0	

\*Adjusted to local demand

The 1996 Virginia Outdoors Plan also examines specific recreation activities by region, estimates the demand for such activities, and determines the degree to which resources meet existing and projected demands. The Outdoors Plan considers both public and private lands and facilities.

The Outdoors Plan indicates that the RADCO district has an abundance of water and open space resources. The state plan, however, also identifies a number of deficiencies. Jogging and bicycle trails are the greatest overall deficiency in the RADCO area. Other unmet recreation needs include swimming pools as well as facilities for soccer, tennis, and football.

The Parks and Recreation Commission has recommended that a recreation complex be developed. A master plan for a center addresses several priorities, including a new recreation center, an indoor pool, outdoor athletic fields, and paved multi-purpose courts. Proposed sites include a 26-acre City-owned tract of land on Fall Hill Avenue and a 30+ acre tract known as Lee Hill Farm on Dixon Street.

A Comprehensive Bicycle/Foot Trail Plan (Fredericksburg Pathways) has been adopted to guide development of increasingly popular hiking, jogging, and bicycle trails.

Such a system will address the need for such facilities noted in the State's Outdoors Plan as well as serve transportation needs by linking neighborhoods, shopping areas, work places, and recreational facilities.

## **CULTURAL OPPORTUNITIES**

Fredericksburg's quality of life is considerably enhanced by a broad range of cultural activity. The City supports a Fine Arts Commission and its member organizations, recognizing them as a vital and growing part of the community. Member organizations include the Fredericksburg Theater Company, the Fredericksburg Center for the Creative Arts, the Rude Mechanicals Theater Company, Harambee 360, the Fredericksburg Festival of the Arts, and the Chamber Chorale of Fredericksburg.

Local Government Challenge Grants from the Virginia Commission for the Arts and matching City funds has provided annual funding support for Fine Arts Commission organizations.

Fredericksburg also provides annual funding support to the Bluemont Summer Concert Series.

## **TELECOMMUNICATIONS TOWERS**

The City seeks to accommodate and promote the growth of wireless telecommunications while limiting the potentially adverse visual impacts of telecommunications towers. To encourage the placement of such towers on the best possible sites and to discourage their proliferation, the City has identified the following sites and existing structures as preferred locations for new or altered telecommunication towers:

1. City/Courtland Water Tank Site, end of Ashby Street
2. City/Powhatan Water Tank Site, Powhatan Street
3. City Shop Site, Tyler Street and Belman Road
4. James Monroe High School Site, Washington Avenue
5. Walker-Grant Middle School Site, off U.S. Route 1 bypass
6. Hugh Mercer Elementary School Site, Cowan Boulevard
7. City Wastewater Treatment Plant Site, off Beulah Salisbury Drive
8. City Proposed Snowden Park Site, Fall Hill Avenue near Bragg Hill
9. Rappahannock Juvenile Detention Center, Bragg Hill Drive near I-95
10. Old Mill Park and adjacent City-owned site off Caroline Street
11. Virginia Power Substation Site, Powhatan Street or adjacent sites behind the Park N' Shop Shopping Center
12. National Guard Armory Site, Jefferson Davis Highway
13. Central Park Development 175' high sign area
14. Mary Washington Hospital Medical Campus
15. Mary Washington College - Main Campus.
16. State of Virginia Visitor Center/Rest Area No. 38-S off I-95

Map 6-1  
Fredericksburg Pathway System

**Chapter VII**

**COMMUNITY APPEARANCE/COMMUNITY DESIGN**

The City's physical condition projects an image that reveals how much the community cares about itself. The physical environment also determines how well a community functions — whether pedestrians can reach shopping areas, whether children have access to playgrounds and popsicles, and whether a motorist will find a parking space.

The Historic District - with its architectural diversity, brick sidewalks, and traditional street lamps - defines much of Fredericksburg's character. Well-kept residential neighborhoods, with their tree lined streets also contribute to the City's charm. Development in many other parts of the City, however, has been typical of countless other suburban communities. In these areas there is an emphasis on the automobile at the expense of pedestrian safety. Commercial strip development is increasingly characterized by vast parking lots. Subdivisions do not have basic pedestrian amenities such as sidewalks. This chaos is not only visually unattractive, it does not allow the community to work very well.

The urban form and its ability to function as a community is very much affected by its overall design. The older sections of Fredericksburg are oriented to the Rappahannock River, for instance, which served as the town's initial link to the outside world. During the railroad era, steel tracks through the Central Business district provided the means to receive and distribute goods. In both instances, the City remained a relatively compact place where residents could walk to their daily destinations. Automobiles, however, facilitated growth beyond the urban center and road investments have driven suburban growth by opening up land to development. In the resulting low-density metropolitan areas, average daily travel has increased dramatically as houses, jobs, and shopping areas have become increasingly dispersed. In this environment, communities have lost their coherence.

## **COMMUNITY APPEARANCE**

A commitment to the City's overall appearance is only the beginning of a long range process to maintain a locality's identity and appeal. No single improvement will provide a safe and attractive community. Instead, a series of incremental improvements, undertaken as time, funds, and development opportunities permit will eventually ensure the City meets the needs of its citizens while retaining its traditional appearance.

### **Historic Fredericksburg District**

The 40-block Historic Fredericksburg District (HFD) contains a variety of elements, including the Central Business District, government offices and courts, churches, the railroad station, the City's oldest residential neighborhoods, and a significant portion of the riverfront. As a consequence, its streets and buildings define the City's character as no other part of the community can.

While no one architectural style dominates the Historic District, the similar height, proportion, architectural detailing, and relationship of the buildings to the street give the Central Business District its special character. A similar consistency is evident in the City's residential neighborhoods. Multi-paned windows, decorative fanlights, ornate door surrounds, and columned porches characterize the stately eighteenth and nineteenth century residences in the City's older neighborhoods while larger pane windows, lower pitched roofs, and square columned porches define many newer, more modest neighborhoods. Clearly, the City's many parts present a unified appearance although they consist of a

tremendous range of housing styles. The City's strength is really found in its diversity, showing as it does the varying impact of its citizens from the City's beginnings to the modern day.

The City's Historic District recognizes the value of each of its buildings. It was established in 1972 to help revive an economically declining downtown area. Subsequent capital investments (in sidewalks, street lighting, and road improvements), tax incentives, and architectural review to make the central business district visually appealing, made this effort an extremely successful one. According to an economic impact study (The Economic Benefits of Preserving Community Character, 1991), the City has benefitted from its Historic District in two broad areas:

1. Property values in the HFD have increased significantly more than property values outside the HFD, providing an incentive for redevelopment and growth.
2. Downtown commercial activity has been enhanced due to increasing numbers of visitors and local residents who visit and shop in what is becoming an increasingly diverse shopping district. In addition, residents are moving back downtown to fully revive this active neighborhood.

### **Contributing Neighborhoods**

The HFD was implemented with a deliberate commercial focus, but includes many residential areas, such as lower Caroline Street. There are also neighborhoods outside the HFD that draw visitors and add to the City's historic ambiance. Washington Avenue, for example, consists of a 150 foot wide roadway with landscaped center dividers, remarkable late nineteenth century and early twentieth century houses, and Kenmore (built 1752). This area could stand as an historic district in its own right. Other residential areas remain intact around such focal points as Hurkamp Park, Maury Center, and Mary Washington College.

### **Building Design Guidelines and Maintenance Standards**

Through its Historic District, the City recognizes and preserves the physical development of the City's past while allowing for future development. To adequately maintain the City's distinct character, however, a set of specific building design guidelines has been developed to provide direction for redevelopment as well as new development. This guidance helps to reinforce and maintain the community's defining characteristics, such as unified streetscapes, pedestrian access, architectural integrity, relationship between buildings, open space, and connecting pathways. Clear guidelines, as follows, also discourage poorly designed and inappropriate projects.

1. Build on the existing character of the City by respecting existing historic and architectural characteristics.
2. Maintain the integrity of streetscapes by avoiding inconsistent setbacks or other open space interruptions, such as parking lots.
3. Maintain the integrity of the City's traditional street grid by keeping streets open rather than closing or altering them.
4. Provide for pedestrian accessibility.



5. Improve the entranceways into the Historic District
6. Improve maintenance of buildings, streets, and open spaces.
7. Ensure landscaping is well maintained and healthy.
8. Keep parking areas and vacant property clear of refuse, debris, and unkempt vegetation
9. Maintain signs in good repair.
10. Keep vacant buildings intact and weathertight, to preclude demolition by neglect.

### **Infrastructure and Utilities**

The details of a City contribute to its charm and appeal. Trees, brick sidewalks, benches, street lighting, and screened or hidden utility wires help to unify the various elements of the Central Business District and enhance viewsheds and streetscapes. The Historic District, however, is not the only area where community appearance efforts are made.

Residential areas and streets are kept planted in trees to provide shade as well as a quiet residential atmosphere. Roadways through industrial areas, such as the Blue & Gray Parkway have also been extensively landscaped to screen areas of intense use. Other avenues of travel should be examined for opportunities to make travel on them a more positive visual experience.

The City has made a significant investment in maintaining the ambiance of its historic district through capital improvements and tax abatement programs. Citizens have also contributed in this effort through restoration and adaptive reuse of historic buildings. Public utilities have recently been brought within the purview of design review regulations that apply to private property owners and commercial entities. When utility franchises are renegotiated, the City should ensure these procedures are formalized, as much as possible, for utilities being installed or upgraded in the City.

### **City Entryways**

The Virginia Code allows localities to designate access routes to historic districts as corridors subject to special design regulations and review. Such review is not meant to change the current zoning, restrict a developer's innovation or imagination, or impose architectural uniformity. Instead, design principles are meant to guide development to create a better transition from major roadways to those sections of the City that embody its historic character. Well planned corridors provide a clarity and coherence to the community that is beneficial to both residents and business enterprises.

The Historic District is accessible by five major roadways. Each with its own defining characteristics.

**Lafayette Boulevard** - From the City limits north, this corridor is predominantly

residential, the houses dating from the latter half of the twentieth century. From Lee Drive to the Fredericksburg Battlefield Visitor Center there exists an area of light industry. From the Visitor Center to Prince Edward Street, where this corridor enters the Historic District, Lafayette Boulevard consists of residences dating from the 1930s interspersed with late twentieth century commercial structures.

**William Street/Route 3 (west)** - Route 3 is characterized at its western end by modern commercial development with many representations of fast food signature buildings and gas stations. Much natural landscaping exists, however, between Westwood Road and the Route 1 Bypass, serving as a transition between the above-referenced commercial activity and residential areas. Small scale commercial buildings become prominent as William Street enters the Historic District.

**William Street/Route 3 (east)** - Route 3 (east) enters the Historic District at the Chatham Bridge. A motorist, however, cannot proceed directly into town, but must either turn right or left on Sophia Street.

**Princess Anne Street** - From the Route 1 Bypass east, Princess Anne Street mainly consists of post-World War II commercial structures. With few exceptions, these buildings are set back from the roadway to allow parking in front of them. While several commercial enterprises are well maintained, such as the Medical Center, the General Washington Executive Center, and the 2400 Diner, others are vacant and unkempt. After crossing Herndon Street, this corridor consists of a number of 2-story frame dwellings of mixed style, probably built during the 1930s. The Historic District boundary is Hawke Street.

**Dixon Street/Routes 2/17** - The southern section of this corridor is largely undeveloped except for twentieth century commercial and residential development on the west side of the roadway. Dixon Street enters the Historic District at Charles Street.

These entryways can be improved by corridor guidelines that recognize the unique and defining qualities of each roadway and allow for development that makes a smooth transition from the newer to the older sections of the City. Such guidelines would include the elements specific to rehabilitation. In the case of William Street (east), traffic patterns should be examined to evaluate whether this entryway can be returned to a two-way pattern to allow more direct access into the City.

## **Signs**

As a means of conveying information to the public, signs are among the most visible. Excessive numbers of signs that compete with one another, however, not only detract from a community's appearance but lessen their effectiveness. The primary purpose of providing information, such as the name and nature of a business, should not be compromised by an excessively elaborate or oversized sign panel. These characteristics, when compounded by other signs similarly overdone, cause a visual clutter that overwhelms both motorists and pedestrians and defeats the original intent of erecting a sign.

Signs should complement their location, whether mounted on a building or standing alone, and should be integrated into their surroundings to ensure they fulfill their primary function of providing information. These principles apply to commercial signs as well as those designating historic sites and structures.

## **Non-Conforming Off-Premise Signs (Billboards)**

The removal of non-conforming off-premise signs (billboards) is consistent with a policy of enhancing the City's overall appearance. Billboard removal is emphasized in federal statutes for sign control on federal aid highways and is implied in the City Code by reference to the conditions by which non-conforming signs are allowed to remain in use.

Amortization of a non-conforming sign's value allows the owner a period of time over which to recover his or her investment. At the end of the amortization period, however, the non-conforming sign must be removed. The U.S. Supreme Court has upheld proper amortization as a valid exercise of local authority that does not require compensation.

At present, there are approximately 25 billboards throughout the City. A 5-7 year amortization period would ensure their eventual removal. The public benefit outweighs the loss to the property owners through an enhanced community appearance that better promotes tourism, invites commercial development, and provides a better quality of life to local residents.

## **COMMUNITY DESIGN**

Buildings and roads can be built almost anywhere because of contemporary engineering capabilities. For individual components to function as a community, however, they should be assembled in a cohesive pattern that places due emphasis on the end users rather than the initial developers. Further, end users should be identified as the entire community, not just persons who drive automobiles.

The four essential principles of community design, regardless of a project's scope, are as follows. The users are those persons who experience the community's design.

- |           |  |
|-----------|--|
| Function- | Ensure the proposed environment works effectively for the convenience and comfort of <u>all</u> users. |
| Order-    | Ensure users can readily understand and orient themselves to the environment.                          |
| Identity- | Ensure the visual image of the environment reflects the community's values.                            |
| Appeal-   | Ensure the environment gives pleasure of its users over time.  |

## **General Guidelines for Community Planning and Design**

The following guidelines provide a comprehensive approach to planning by acknowledging travel of all kinds. Cities cannot function with only one mode of transportation, as is the case in suburban counties. Consequently, planning must incorporate a variety of factors to meet community needs. The following urban goals should be considered very early in the development process in order to create a community that can grow economically yet remain functional to all of Fredericksburg's citizens.

- Provide a Pedestrian-Friendly Environment

- Locate bus stops adjacent to commercial areas rather than at the fringe of large parking lots.
- Design streets to ensure safe pedestrian crossings to bus stops.
- Provide crosswalks at all signalized arterial intersections. Construct overpasses only where necessary to solve critical access problems in areas already developed.
- Reinforce pedestrian access through appropriately sized and unobstructed sidewalks.
- Provide shade trees on all streets. Trees should be spaced no more than 30 feet on center and be of similar species to provide a unified appearance as well as an effective canopy.
- Allow streets to frame vistas or to terminate at important buildings and places. Where appropriate, the natural topography should be used so streets highlight important landmarks
- Ensure Pedestrian Connections
  - Provide a coordinated system of bicycle/foot trails throughout the community.
  - Locate pedestrian routes and bicycle trails along streets, as much as possible, rather than through parking lots or the rear of residential areas.
  - Link pedestrian routes and bicycle trails to local destinations and building entrances. Where street connections are not feasible, provide short connections, as necessary, between residential and commercial areas.
  - Ensure pedestrian routes and bicycle trails connect with bus stops.
  - Provide bicycle racks at bus stops as well as commercial and recreational destinations.
- Ensure Development/Redevelopment Serves Multiple Users
  - Design and site buildings to be as accessible to pedestrians, cyclists, and bus riders as they are to persons arriving by automobile.
  - Cluster buildings at intersections, to be convenient to bus stops as well as to encourage walking between buildings.
  - Encourage mixed uses to reduce distances (and the subsequent need to drive between) residential, shopping, and employment uses.
- Provide for the Parking Required by Higher Densities Without Compromising the Community Structure.

- Recognize that transit can provide for sustained economic development in dense areas.
- Allow shared parking arrangements where uses have staggered periods of demand.
- Encourage on-street parking as a means to meet demand while buffering pedestrian activity from moving vehicles.
- Reduce large surface parking areas through parking structures. New construction in dense areas such as the Central Business District will also require this step be taken.
- Ensure parking structures are carefully designed to avoid dominating the streetscape.
- Provide Interconnected Streets.
  - Avoid discontinuous streets that preclude buses from serving a neighborhood.
  - Provide multiple travel routes that do not require use of major arterial streets.
  - Ensure convenient pedestrian, bicycle, and automobile circulation through a coherent and interconnected street system.
- Maintain a Clear Hierarchy of Streets
  - Avoid constructing neighborhood streets that are too wide for pedestrian safety and that encourage excessive automobile speeds.
  - Clarify primary and secondary travel routes that ensure appropriate connections yet discourage through-traffic in neighborhood streets.
  - Avoid using arterial streets as the focus of residential neighborhoods. Where arterials pass through neighborhoods, implement street improvements (traffic calming) to slow traffic.
  - Ensure local streets are adequate for automobiles and emergency and service vehicles, yet have travel and parking lanes that are sufficiently narrow to slow traffic. This configuration will also allow street trees to form an overhanging canopy.
  - Consider construction of several collector streets instead of a single arterial, where possible, to better serve transit and pedestrian needs.
- Integrate Transit into the Community
  - Use transit stops as focal points so they become part of the community.

- Allow mixed uses around transit stops so users can combine many chores into one trip.
- Discuss transit needs very early in the development process.
- Provide Linkages
  - Anticipate the pathways most likely to be used by pedestrians to reach bus stops and other destinations and provide the appropriate pedestrian facilities.
  - Ensure the mobility needs of disabled persons are effectively met.
  - Create easily followed pedestrian routes through unified pavement textures, street trees, and street furniture.
- Ensure the Safety of All Users
  - Design local streets with minimum widths, turning radii, and design speeds to ensure pedestrian access and safety. Such action should not compromise automobile safety.
  - Design intersections of local streets with minimum widths so as to slow traffic and reduce pedestrian crossing distances. Avoid right and left turning lanes unless required for safety reasons.

### **Evaluating Development/Redevelopment Plans**

There is no single means to provide an attractive, well functioning community. Instead, a variety of principles must be considered and several deliberate steps taken during the overall development/redevelopment process to achieve a result that meets basic community needs.



## **Chapter VIII**

### **TRANSPORTATION**

The City of Fredericksburg has been a transportation hub from the day it was founded. The Rappahannock River, plank roads, railways, and state and federal highways have successively linked the City with the broader economy. The Fredericksburg area, however, also has its own transportation network to provide balanced circulation patterns that enhance local commercial and residential development.

#### **REGIONAL SETTING**

The City lies midway between Richmond, Virginia and Washington D.C., along Interstate-95. Fredericksburg is within Planning District 16 and is the urban center of a rapidly expanding region. The City is surrounded by Stafford and Spotsylvania Counties. According to the 1990 Census, these three jurisdictions experienced a 66 percent increase in population between 1980-90. Estimates from the Weldon Cooper Center for Public Services (UVA) indicate a combined population of 180,400 persons in 1996.

Much of the recent population growth is attributable to expansion of the area's economic base, but is primarily driven by the massive influx of persons who hold jobs in Washington, D.C. and Northern Virginia. This trend is also evident in the area's demographic changes recorded during the 1990 Census. The Federal Office of Management and Budget (in OMB Bulletin No. 93-05) for instance, has identified Fredericksburg as a central city in the newly defined Washington-Baltimore, DC-MD-VA-WV Combined Metropolitan Statistical Area (CMSA). This central city designation has implications for regional transportation planning and is discussed further below.

#### **EXISTING CONDITIONS**

Because of its geographic setting, the City of Fredericksburg experiences a tremendous amount of through-traffic. Major highways, however, have also contributed to a surge of development, which, in turn, has caused the volume of traffic to increase on roads within the City. Careful planning is needed to accommodate this increased traffic with Fredericksburg's traditional downtown and quiet residential neighborhoods.

#### **Street Classifications**

To facilitate planning, streets are classified by function and configuration.

**Arterial Streets** are generally four-lane, divided streets with access control. They are primarily for through traffic.

**Collector Streets** are two- to four-lane divided or undivided streets with direct access to abutting properties. These streets accommodate traffic between arterial and local streets but can also link arterials and other collectors. They are designed for the movement of both local and through traffic.

**Local Streets** are two-lane undivided streets with direct access to abutting properties. They are primarily for the movement of local traffic and are also often used for



parking.

### Existing Facilities

The City of Fredericksburg is served by a network of highways, including Interstate-95, U.S. Route 1 (Business and Bypass), U.S. Route 17 - Business, and State Route 3 (Business and Bypass). Interstate-95 serves as the primary north-south facility for through-traffic. A highway interchange is located at Interstate-95 and State Route 3.

State Route 3 (William Street) serves as the City's primary east-west route. Additional east-west access is provided by U.S. Route 17-Business (Dixon Street) and U.S. Route 1 - Business (Lafayette Boulevard and Princess Anne Street).

The Route 3 Bypass (Blue & Gray parkway) has become a major east-west arterial. Interchanges are located at Dixon Street, Lafayette Boulevard, and William Street.

Two sets of one-way streets accommodate traffic within the Central Business District. The William Street - Amelia Street corridor serves east-west traffic while the Princess Anne Street - Caroline Street corridor handles north-south traffic.

The U.S. Route 1 Bypass (Jefferson Davis Highway) is a major north-south arterial through the middle of the City. This facility served as the Fredericksburg bypass prior to construction of Interstate-95.

Interstate-95 is the part of the National Highway System that cuts through the City on a north-south axis. The only interchange within the City is at State Route 3.

The Richmond, Fredericksburg, and Potomac Railroad tracks (now part of CSX Corporation) link the City with major railroad facilities through Washington, D.C. and Richmond.

The Rappahannock River, which serves as the City's north and east border, is a natural barrier to transportation. The five crossings are as follows:

- Interstate-95 - I-95 Bridge
- U.S. Route 1 (Jefferson Davis Highway) - Falmouth Bridge
- State Route 3 (William Street) - Chatham Bridge
- CSX railroad tracks - Rappahannock River Bridge
- State Route 3 Bypass (Blue & Gray - Ferry Farm/Mayfield Bridge Parkway)

## **Traffic Volume**

The City's adopted **Transportation Plan** (Revised 1991) evaluated the volume of traffic on arterial and collector streets within the City. This analysis showed that Jefferson Davis Highway (U.S. Route 1) and William Street (State Route 3) were carrying extremely heavy volumes of traffic. Fall Hill Avenue, which is a two-lane, undivided facility was also carrying a significant volume of traffic for that type of road. Since this analysis, the Blue & Gray Parkway (route 3 Bypass) has significantly reduced the William Street traffic. The proposed completion of Cowan Boulevard, between Central Park and Jefferson Davis Highway, will help relieve Fall Hill Avenue's traffic.

## **Transportation Planning**

With the exception of Interstate-95, the City controls the road system within the City limits. All City streets are part of the Virginia Department of Transportation (VDOT) system and the City receives an annual urban allocation from the State to help maintain these facilities. This state allocation funds up to 95 percent of a project's total cost with the remaining 5 percent coming from local City funding.

The City has a Transportation Plan that specifies the road network that will be necessary when development occurs according to its Land Use Plan. Recommended road projects break down into improvements to existing facilities as well as new facilities that will be necessary to meet existing and projected traffic volumes.

In addition to its local plan, Fredericksburg participates in a regional long range transportation planning process. This long range planning is conducted through the Fredericksburg Area Metropolitan Planning Organization (FAMPO) and conforms to State and Federal guidelines. One significant requirement is that regional long range plans be financially constrained. As a consequence the FAMPO Long Range Plan only contains those projects for which funding can reasonably be expected to be available during the Plan's projected period of activity. Most of the projects contained in the City's 1991 Transportation Plan are also contained in the FAMPO 2020 Constrained Long Range Plan. A few projects, however, have necessarily been omitted from the regional plan because of the required funding constraints.

Map 8-1  
Existing Transportation Facilities

## **FREDERICKSBURG AREA METROPOLITAN PLANNING ORGANIZATION**

As a result of the 1990 Census, the Fredericksburg area was recognized as an Urbanized Area. The urbanized designation applies to the City of Fredericksburg, southern Stafford County, and northern Spotsylvania County. As a consequence of having become urbanized, the Fredericksburg area jurisdictions were required to enter into an agreement with the Virginia Department of Transportation to create a Metropolitan Planning Organization (MPO) to serve regional planning needs. The resulting Fredericksburg Area Metropolitan Planning Organization (FAMPO) is responsible for this area's transportation planning activities, including preparation of both long range regional transportation plans as well as development of the six-year transportation improvement program (TIP). The TIP is a priority listing of transportation projects from the long range plan for which actual funding has been allocated and specific activities (such as engineering or construction) have been scheduled.

The FAMPO membership consists of both voting and non-voting members. Voting members include the City of Fredericksburg (3 votes), the Counties of Spotsylvania and Stafford (3 votes each), the Virginia Department of Transportation (1 vote), and the Potomac and Rappahannock Transportation Commission (1 vote). Non-voting members include representatives from the Federal Highway Administration, the Federal Transit Administration, the Federal Aviation Administration, the Virginia Department of Rail and Public Transit, and the Counties of Caroline and King George which are not part of the MPO, but which are part of Planning District 16. FAMPO is staffed by personnel from the Rappahannock Area Development Commission (RADCO).

### **LONG RANGE PLANS**

As noted previously, proposed transportation projects for the City of Fredericksburg are contained in both its local Transportation Plan (revised 1991) and the 2020 FAMPO Constrained Long Range Plan (1997).

### **Proposed Improvements**

Transportation plans call for improvements to existing facilities as well as construction of new facilities, to accommodate existing and projecting traffic.

<b>STREET</b>	<b>IMPROVEMENT</b>
Cowan Boulevard (Jefferson Davis Highway to Carl D. Silver Parkway)	Construct a 4-lane divided roadway including improvements to existing sections and a bridge over I-95. All sections to include bicycle lanes on either side.
Fall Hill Avenue (West City limits to Mary Washington Boulevard) Lafayette Boulevard (Blue & Gray Parkway to South City Limits)	Widen from 2-lane undivided to 4- lane divided roadway, including separate bicycle path. Upgrade the existing roadway to 4-lanes, undivided, and incorporate bicycle lanes on either side.

Mahone Drive Extension (Route 3 to Fall Hill Avenue)	Construct a 4-lane divided roadway including bicycle lanes on either side
Mary Washington and related Boulevards	Construct a 4-lane divided roadway.
Princess Anne Street (between Jeff Davis Hwy and Herndon St)	Restripe the existing roadway to 4 lanes.
William Street (between Mahone Dr. & Jeff Davis Hwy.)	Widen from 5- and 4-lane to 6-lane divided.
Jefferson Davis Highway (entire segment in City)	Widen from a 4-lane divided to 6-lane divided roadway.

## **REGIONAL ROADWAY PROJECTS**

The National Highway System, begun in 1956, is now considered complete. Interstate-95 is the portion of this system in the Fredericksburg area and this National Highway has had profound impacts on Fredericksburg. Other major roadway projects are now proposed that will also have a regional scope and impact. When combined, some of these projects are anticipated to form a circumferential highway. Fredericksburg's designation as a central city requires that planning for such projects include careful consideration of their long term impact to the City's economic and social viability. These major projects are as follows:

- Western Transportation Corridor
- Outer Connector (NW & NE quadrants)
- Spotsylvania Parkway

Other projects include new interchanges on Interstate-95 in Stafford County and extension of High Occupancy Vehicle lanes from Prince William County across the Rappahannock River to State Route 3.

## **TRANSPORTATION PLANNING FACTORS**

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 established a more comprehensive and coordinated process for transportation decision making. This process includes a set of planning factors to be considered during metropolitan transportation planning. Under these new planning factors, proposed projects are to be evaluated for their ability to support the community rather than on how well they serve vehicle mobility. Demand for travel is derived

Map 8-2  
Proposed Transportation Improvements

from the demand for destination activities. The specified planning factors help to ensure the analysis looks at the character of destinations, land use patterns, and the overall transportation system, including sidewalks, bicycle trails, and buses. The applicable planning factors are as follows:

1. Does the project provide for the more efficient use of an existing facility?
4. Is the project consistent with federal, state, and local energy conservation programs, goals, and objectives?
5. Does the project relieve congestion and does it prevent congestion from occurring in the future?
6. Is the project consistent with the region's short- and long-term land use plans and how will this transportation decision affect future land use and development?
7. Are transportation enhancements part of the overall project?
8. Have the effects of all transportation projects been evaluated, without regard to whether such projects are publicly funded?
9. Does the project provide access to specific destinations, such as intermodal transportation facilities, recreation areas, historic sites, and major freight distribution routes?
10. Will the project improve connections with other transportation routes both within and outside the region?
11. Is the project a result of needs identified from management systems related to 1) pavement on federal aid highways, 2) bridges, 3) highway safety, 4) congestion, 5) public transportation facilities and systems, and 6) intermodal facilities?
12. Is existing right-of-way related to the project preserved to the fullest extent possible in order to meet future transportation needs?
13. Does the project enhance the efficient movement of freight?
14. Have life cycle costs, including operating and maintenance costs, been fully considered?
15. What are the overall social, economic, energy, and environmental effects of the project?
16. Does the project expand, enhance, and promote transit services?
17. Does the project increase the security of transit systems?
18. Does the project enhance recreational travel and tourism?

## **TRANSPORTATION DESIGN FACTORS**

The general location of recommended improvements are noted in adopted plans. Configuration and design factors, however, cannot be finalized until Plan implementation. During design and construction of a transportation improvement, streetscape elements should be made compatible with community appearance standards to enhance the improvements. Such design elements may include landscaping, installation of sidewalks and trails, and provision of appropriate lighting.

The following general guidelines are pertinent to both street improvements and new construction:

- Protect mature and specimen shade trees.
- Incorporate pedestrian-scale landscaping details, sidewalks, and retaining walls.
- Establish four-foot wide minimum planting strips between the backs of curbs and sidewalks.
- Plant deciduous trees at a maximum interval of 30 feet on-center in the planting strip. Where a sidewalk abuts a roadway curb, trees should be planted in the grass area behind the sidewalk. In addition, trees should be planted in all landscape medians.
- Construct retaining walls of stone or brick, if possible.
- Replace plants that must be removed from private property with similar plants. The new plantings should be designed and installed in a manner that enhances the property.
- Ensure that plant materials installed in conjunction with road projects are hardy, indigenous to the region, and compatible with nearby vegetation.
- Implement similar streetscape treatments on both sides of streets to achieve a balanced and unified appearance.
- Consider placing overhead utilities underground as part of all road improvement and construction projects. If placing utilities underground is not feasible at the time of construction, conduit should be placed underground to facilitate future utility relocation.

## **PUBLIC TRANSPORTATION/REGIONAL TRANSIT**

Transportation planning is an integral part of urban design and requires more than just sizing roads to accommodate projected automobile traffic. All too often, roads are improved or built to relieve congested traffic conditions, but create more congestion because it limits the form and function of any corresponding development. In addition, housing and commercial areas get built as enclaves from which all movement is restricted except by automobile.



Map 8-3  
Proposed Regional Roadways

To ensure transportation improvements are effective, localities must combine an investment in other transportation modes, such as transit. In addition, land use planning must fully acknowledge transportation needs and ensure effective transportation will be addressed very early in the land development process. To be effective, public transit must link residents with their workplace, commercial areas, and services. The benefits to be derived consist of being able to accommodate new jobs in crowded areas, such as the Central Business District, without having to accommodate more vehicles. In fact, when public transit becomes a viable option, parking options can be reduced.

### **Virginia Railway Express**

In July 1992, the Virginia Railway Express (VRE) initiated commuter rail service between Fredericksburg and Washington, D.C. This system uses the existing tracks as well as an upgraded platform at the downtown railroad station on Lafayette Boulevard. Service is currently available Monday through Friday, with inbound service during morning rush hour and outbound service in the evening.

VRE is a transportation partnership of the Northern Virginia Transportation Commission (NVTC), created in 1964, and the Potomac and Rappahannock Transportation Commission (PRTC), created in 1986. Besides the Fredericksburg line, VRE also operates a commuter rail service between Manassas and Washington, D.C. System ridership removes a significant amount of traffic from crowded commuter corridors. The overall system is being expanded by putting more equipment into service, upgrading specific signals and track sections, and establishing additional parking at the various stations.

The City's share of expenses for the commuter rail project comes from revenues generated by a two percent (2%) motor fuels tax.

### **FREDericksburg Regional Transit**

The City of Fredericksburg initiated local bus service in December 1996. The FREDericksburg Regional Transit system, or FRED, has been an immediate success because of innovative partnerships, attention to modal connections, and a conscientious responsiveness to community needs. The FRED fleet consists of 13-passenger vehicles that can maneuver easily through neighborhoods and pick up and drop off riders where safe pedestrian access is available. Buses are fully accessible to handicapped persons and are also equipped with external bicycle racks. FRED's central depot is located at the local Greyhound station, which provides yet another modal connection.

Specific details on FRED are as follows:

- FRED provides rides to approximately 360 riders daily
- FRED serves the entire City of Fredericksburg and portions of Spotsylvania County
- Partners include MediCorp Health System, Spotsylvania County, Mary Washington College, Silver Companies, Ukrops, The Free Lance-Star, and Greyhound
- FRED has a fleet of 13 buses
- Fredericksburg area residents use FRED to get to work, to visit doctors, and to go shopping.

- FRED is able to enhance community access for elderly, low-income, and mobility impaired persons.

### **RADCO Rideshare Program**

RADCO provides a rideshare service for all of Planning District 16. The service matches commuters who are looking for rides with other persons seeking to carpool as well as with existing vanpools, carpools, and bus systems. They also serve as an information clearing house for Washington METRO and the Virginia Railway Express.

Rideshare's current database contains over 1,500 applicants seeking rides and over 500 vanpools and carpools providing rides. RADCO provides applicants with lists of potential rides or riders and these persons can then contact persons on the list to arrange transportation.

The RADCO Rideshare Program has one of the highest placement rates in the State.

### **PARKING**

#### **Parking-Downtown**

The Central Business District has undergone a significant revitalization which has made it tremendously attractive to visitors as well as to business interests. Residents are also making the downtown area their home and apartment units above commercial shops in the downtown area have become fashionable and desirable places to live. Downtown has become an active neighborhood.

The City focused on downtown infrastructure improvements as it advanced downtown revitalization efforts. The City committed substantial local funding toward road repairs, brick sidewalks, and undergrounding of utilities while also targeting federal funds for housing rehabilitation and building facade improvements. Private investment and reinvestment matched City initiatives and successfully turned the downtown area around from the decline of the late 1970s and early 1980s. Today the downtown is a vibrant commercial area with numerous new specialty retail shops, antique shops, and restaurants. These efforts are continuing and are being coordinated and boosted by an active downtown retail merchants organization as well as by deliberate City efforts to maintain judicial and other government functions downtown. These efforts are aimed at keeping historic downtown Fredericksburg a social, cultural, government, and commercial hub.

The growing popularity of the downtown neighborhood, as well as the expanded business and commercial activity, however, have markedly increased parking and traffic circulation needs. The **Downtown Fredericksburg Parking Study** (March 1989) focused on downtown Fredericksburg and concluded, generally, that an approximate 240-parking space deficiency existed in the downtown area, given the existing land use and development. This figure did not include the anticipated impact of commuter rail service.

When commuter service began operations on the Fredericksburg line, the City provided a 100 space lot while the owners of several nearby parking areas began leasing additional spaces to commuters. These constrained conditions have had a direct impact on commuter patronage and efforts are underway to provide additional long term parking for

rail commuters without disrupting the dynamics of the Central Business District and its own parking needs.

The Fredericksburg Station Community Plan (1995) identified sites within the downtown area where additional parking could be developed. The City has addressed downtown parking needs by encouraging shared parking agreements as well as new parking lots within the downtown area. Parking should continue to be evaluated to ensure the needs of an active downtown will be met.

### **Parking-College Heights**

While no formal study has been done to evaluate parking in College Heights, problems have arisen as Mary Washington College enrollment has increased. The numbers of commuting students have outgrown available parking on College Avenue and the overflow has spilled into adjacent residential neighborhoods.

Both the City and Mary Washington College have committed themselves to ensure student parking needs are met without adversely affecting nearby residential parking.

### **NON-MOTORIZED TRANSPORTATION**

For a community to be accessible to its citizens, there must be a range of transportation choices. Places that can only be reached by an automobile exclude fully 25 percent of the population because this is the percentage that is either too young or too old to drive or who do not own the necessary vehicle. Buses and commuter rail are a necessary part of a comprehensive transportation system, but so also are trails and sidewalks.

### **Fredericksburg Pathway System**

In April 1989, the Fredericksburg City Council endorsed the concept of a City-wide pathway system. The Department of Parks and Recreation was thus authorized to build upon the Canal Park Trail, established in 1983, and begin researching, designing, planning and developing a multi-purpose, City-wide trail network. The **Civil War Sites Trail Plan** (July 1991) gave further impetus to this effort by highlighting the City's battlefield resources that could be preserved and included as cultural attractions within a larger trail system. In addition, though, this study more readily identified trails as meeting not only recreational goals, but providing community linkages that allow safe travel by non-motorized means.

A comprehensive trail system is a long-term undertaking because each section must be developed as opportunity presents itself and funds become available. As a consequence, exceptional care must be taken to ensure that this necessarily disjointed effort results in a well-integrated whole. This end can be readily achieved as long as the trail network layout is sound and proper planning occurs for signs, trail specifications, and other unifying features. Each section will thus become a positive contribution to what has been previously developed and generate increased interest and support for subsequent sections.

To assist in obtaining funds for the required bicycle/foot trail links, the City adopted a comprehensive trail plan (Fredericksburg Pathways, 1996) which conforms with Virginia Department of Transportation (VDOT) guidelines. In this manner, these projects became

eligible for public funding when related roadways are improved or constructed. The proposed trails along existing or proposed roadways are as follows:

- *Riverside Drive trail* - A separate path along the existing roadway between Old Mill Park and Fall Hill Avenue.
- *Lafayette Boulevard trail* - Bicycle lanes on either side of an improved roadway between the south city limit and the Virginia Central Railway trail (also proposed).
- *Fall Hill Avenue trail* - A separate path along the south edge of the improved roadway between River Road and the Canal Park Trail (existing).
- *North-South Collector trail* - Bicycle lanes on either side of a new north-south roadway between the Idlewild trail (proposed) and Fall Hill Avenue.
- *Cowan Boulevard trail* - Bicycle lanes on either side of the existing and proposed roadway between the Jefferson Davis Highway and Central Park.
- *Mill Sites trail* - A separate path along the existing roadway between the Canal Park Trail and Old Mill Park.

The Fredericksburg Pathways plan also contains trail links that will follow their own rights-of-way. These projects do not currently qualify for roadway improvement funds because they do not follow an existing or proposed roadway. They are identified to show how the overall non-motorized transportation system will function, but will need to be constructed with funding from sources other than VDOT.

- *Power Easement trail* - A dedicated path from the Canal Park Trail to Alum Springs Road.
- *Virginia Central Railway* - A separate path along the existing historic rail right-of-way between downtown Fredericksburg and the west city limits.
- *Idlewild trail* - A dedicated pathway that will complete a loop between the Virginia Central Railway and North-South Collector.
- *Rappahannock River trail* - A dedicated pathway along the Rappahannock River in the City's annexed area.

### **Riverfront Park, City Dock, and Ferry Farm**

Fredericksburg's Riverfront Park and City Dock are modern links between the town and the Rappahannock River that spawned its existence. These parks provide recreational facilities and also include educational features of the long relationship between the City and the River.

Continued development and use of riverfront areas as a pedestrian linkage with other parts of the City will help to more fully realize the River's recreational potential. Walkways and trails will readily connect the downtown/riverfront area with surrounding residential communities. Further, the Kenmore Association would like to restore ferry service with George Washington's boyhood home at Ferry Farm. This link would connect

a nationally important historic site with historic downtown Fredericksburg.

## **AIR, RAIL AND BUS SERVICE**

### **Air Service**

National Airport and Dulles International Airport, both in Northern Virginia, and Richmond International Airport provide air connections to cities worldwide. Ground transportation service is available from Fredericksburg to and from these airports.

Municipal airports include Shannon Airport of Fredericksburg, Inc., with a 3,000 foot paved, lighted runway and refueling capability, as well as Hanover County Municipal and Hartwood Aviation, Inc.

The Stafford Regional Airport Commission (comprised of representatives from Stafford and Prince William Counties and the City of Fredericksburg) has begun construction of a major airport facility in Stafford County. The Federal Aviation Administration has approved a 5,000 foot instrument runway. Initial construction will also include full parallel taxiway and exit system as well as facilities to accommodate up to 70,000 annual operations. A new interchange on Interstate-95 near Potomac Creek, will provide direct access to this general aviation reliever facility.

### **Rail Service**

The CSXT Corporation provides rail freight service. AMTRAK provides inter-city passenger service. The Virginia Railway Express (VRE) has established commuter rail service between Fredericksburg and Washington, D.C. All these entities use the two north-south tracks formerly owned by the Richmond, Fredericksburg and Potomac (R.F.&P.) Railroad. The Virginia Department of Rail and Public Transportation and U.S. Department of Transportation have recently analyzed projected rail needs in this corridor to determine how to improve its capacity as well as to accommodate a high speed inter-city rail service. In fact, the capacity is already enormous. On a single day during the R.F.&P.'s peak period of activity (22 April 1943), 66 passenger trains ran between Washington, DC and Richmond as well as more than 40 freight trains. Such excellent dispatching can certainly be matched and perhaps exceeded through radio control and computers. Other capacity improvements are likely to include high-speed crossovers, improved signaling, and strategically located sections of a third track.

### **Bus Service**

Greyhound provides inter-city bus service through Fredericksburg every day. The FREDericksburg Regional Transit has established its central depot in the Greyhound terminal on Jefferson Davis Highway and provides for its ticket sales.

## **MOVEMENT OF GOODS AND SERVICES**

Transportation planning has a heavy emphasis on passenger vehicles, but the provision of goods and services is equally important for a locality's economic well being. The movement of goods and services can be divided into the following broad categories:

- Inter-city and international movements.

- Local distribution.
- Local pick-up and delivery.
- Provision of local services.

Industrial logistics has traditionally included expensive in-place investments such as docks, piers, coal yards, rail sidings, and so on. Contemporary logistics are no less important, but are increasingly characterized by speed, flexibility, and just-in-time reliability that reduces on-site investments such as warehouses. As a consequence, business enterprises do not invest as heavily in a location, as they used to, and are able to move elsewhere more readily. The more exacting shipping and receiving requirements, however, place more (and perhaps undue) pressure on publicly funded transportation facilities such as highways.

The following public sector areas of responsibility should be addressed to support the movement of goods and services:

- Curbside Management - Streets in the Central Business District must provide for through traffic, parking, and truck loading/unloading. Motor carriers, however, must be allowed to park illegally in order to serve the downtown economy.
- Freight Access - The National Highway System is the nation's lifeline for freight access. Connections and access from Interstate - 95 to job centers in the City are crucial and must be maintained and enhanced, as appropriate.
- Infrastructure - Multimodal connections for goods and services are as important as multimodal passenger connections.

## **Chapter IX**

### **GOALS AND OBJECTIVES**

Goals and objectives provide a policy basis and rationale for making decisions. They are grouped according to the preceding chapters, as follows:

- **Natural Enviroo9.25**

2. Preserve mature wooded areas such as are found in the City's numerous stream valleys and on the bluffs along the Rappahannock River.
3. Plant and maintain trees along streets and in traffic medians. Ensure trees and landscaping are incorporated into commercial parking lots.
4. Restrict unnecessary clearing of natural vegetation and encourage site development that incorporates special existing natural features.
5. Ensure vegetation is planted during development, that contributes to the natural and scenic beauty of the City and that serves to enhance erosion control and stormwater management.
6. Develop an interconnected system of open spaces and vistas to coordinate with the City wide pathways system.
7. Make the Rappahannock River visually accessible along the urban waterfront by clearing underbrush, where appropriate, and planting soil stabilizing vegetation that will not obstruct views.
8. Ensure adequate landscaping and berming during road development to protect adjacent residential areas from roadway noise and hazards.
9. Minimize the impact of road development through sensitive environmental areas.
10. Minimize RPA crossings when establishing new utility lines. When such crossings cannot be avoided, they should be developed with minimal environmental impact.
11. Integrate recreational activities into sensitive environmental areas, if necessary, by locating passive recreational facilities (such as trails) in RPAs while restricting active recreational facilities to RMAs or non-Chesapeake Bay Preservation Areas.
12. Test river water quality on a regular basis to identify upriver pollution sources and take steps to alleviate their effects on the City's water supply.
13. Maintain an inventory, through the Fire Department, of sites where hazardous materials are manufactured, used, or stored. Ensure emergency contingency plans for each site are in place.
14. Encourage public appreciation and responsible use of the City's natural resources by supporting natural resources education, such as is provided by the Rappahannock Outdoors Educational Center and Friends of the Rappahannock.
15. Protect the scenic value and sensitive environment of the Rappahannock River and its floodway, by avoiding encroachments on lands adjoining the River as well as on wetlands.
16. Maintain an appropriate natural buffer around federally-owned sites and City parks in order to help maintain their appeal to users.



17. Use stream valleys as core features for natural resource protection, while maintaining their integrity when locating and designing stormwater retention facilities.
18. Conserve the tree cover on City owned riparian property along the Rappahannock and Rapidan Rivers, as a means to reduce erosion and non-point source pollution.
19. Provide tree cover along the Rappahannock River where it courses through the City, to enhance recreational use while providing for improved erosion and sediment control.
20. Encourage owners of open space adjacent to publicly owned riparian corridors to consider formally protecting such areas through open space easements.

## **HISTORIC AND CULTURAL ENVIRONMENT**

### **Goal**

The City of Fredericksburg will continue to recognize and protect significant architectural, historical, and archaeological resources that are part of the community's heritage.

1. Secure an updated inventory of buildings in the Historic District to accurately represent the City's unique architectural assets and to facilitate preservation planning.
2. Maintain an inventory of cultural resources outside the Historic District, including historic sites and structures, to aid in preservation planning.
3. Develop historic overlay districts to conserve residential neighborhoods and other areas that contribute to the City's overall attractiveness and that give the community its special character.
4. Maintain design guidelines for citizens, architects, and developers, to facilitate restoration, construction, and other development that is appropriate to the City's historic areas.
5. Continue to encourage research into the City's diverse multicultural heritage and interpret such data for guide literature to enrich both residents and visitors.
6. Continue to provide access, such as through a trail network, to sites and structures that are identified as important to the City's history and development.
7. Continue to examine the feasibility and desirability of expanding the Historic District.
8. Maintain and enhance the visual aspects of the Central Business District, including sidewalk improvements, installation of street furniture, and relocation of overhead utility wires, as feasible, to enhance its attractiveness to visitors and commercial enterprises.

9. Evaluate proposed development adjacent to historic and environmentally sensitive areas, such as the Fredericksburg-Spotsylvania National Military Park, to ensure the setting and visitor atmosphere are not compromised or impaired.
10. Extend regulatory protection to areas of historic and archaeological significance outside the Historic District.
11. Work with preservation organizations to coordinate historic resource development (such as Ferry Farm) and to link those resources with existing resources such as the Historic Fredericksburg District.
12. Identify and designate entryway corridors to the Central Business District and provide development guidelines appropriate to each corridor.
13. Protect historic resources in the City's ownership, such as the zig-zag trenches, from degradation and loss.
14. Consider the viewsheds and historic vistas of battlefield lines-of-sight when evaluating development or redevelopment in areas of the City that are visible from Lee Hill, Willis Hill, and Chatham.
15. Monitor and protect the tremendous variety of historic resources on City-owned riparian land (as identified in the City's inventory Historic Resources Along the Rappahannock and Rapidan Rivers).
16. Monitor proposed and existing development on lands adjacent to City-owned riparian property (as specified in the City's Watershed Property Management Policy) to avoid impacts to the City's historic resources.
17. Consider establishing a Rappahannock River Historic District.
18. Emphasize the Rappahannock River's historic values during development of Fredericksburg's urban waterfront.

## **POPULATION AND ECONOMY**

### **Goal**

The City of Fredericksburg will take advantage of its position as a regional center for finance, professional services, administration, tourism, higher education, medical care, cultural, and commercial activity to promote economic development that will increase employment opportunities as well as the City's tax base.

### **Objectives**

1. Plan and develop community facilities that will meet the needs of the existing and projected population.
2. Actively recruit businesses and industries that best match the City's workforce and workforce potential.

3. Guide new development to ensure it does not adversely impact the natural and historic attractiveness of existing resources.
4. Continue regional marketing and advertising activities.
5. Maintain the City's industrial areas in good order to ensure their appeal to a variety of enterprises and users.
6. Promote tourism through infrastructure improvements that meet pedestrian needs.
7. Develop overnight accommodations within or adjacent to the Historic District.
8. Continue implementation of the Fredericksburg pathways system with its numerous natural and historic attractions.
9. Maintain a long range tourism plan to guide a strategy for overall tourism development.
10. Continue to improve the visual impact of the City's major entryways to ensure Fredericksburg's continued attractiveness to tourists/visitors and, by extension, commercial enterprises.
11. Acknowledge and support the small business community as diverse, resilient, and a major strength of the City's economy.
12. Develop professional management of the Central Business District, such as is used by malls and major shopping centers, to provide an effective economic mix through active recruiting of desired businesses and support of existing enterprises.
13. Continue to develop the City as the region's financial, professional, and administrative center by maintaining public and public-supported activities downtown.
14. Continue to support public transit as well as non-motorized transportation facilities to ensure the entire local work force can access jobs.

## **HOUSING**

### **Goal**

The City of Fredericksburg seeks to ensure that all persons who live and/or work within its boundaries have the opportunity to obtain safe, sound, and sanitary housing within decent neighborhoods and communities.

### **Objectives**

1. Develop strategies that increase homeownership opportunities while also ensuring the City achieves an appropriate balance of other housing opportunities.
2. Encourage compatible infill (new) development in established neighborhoods.

3. Improve the physical quality of housing and neighborhoods through appropriate community development programs.
4. Support rehabilitation of existing housing stock to preserve the housing character of existing neighborhoods while also maintaining housing affordability.
5. Monitor housing conditions in City neighborhoods to track any problems that could result in neighborhood degradation.
6. Eliminate vacant and abandoned housing through aggressive property maintenance standards.
7. Reduce the economic barriers to affordable housing through appropriate community development programs.
8. Consider extending the City's successful tax abatement program, that provides an incentive for residential rehabilitation, beyond the limits of the Historic District.
9. Continue to work with non-profit organizations that provide affordable housing opportunities.
10. Increase the landlord tax to encourage the owners of rental properties to consider providing homeownership opportunities to qualified buyers.
11. Continue to develop homeownership opportunities to reverse the declining percentage of City homeowners.
12. Provide for the accessibility of housing for persons who are physically disabled.
13. Encourage owners of affordable housing, whose federal loan agreements will eventually expire, to maintain this housing which has proven to be of critical importance to many citizens.

## **COMMUNITY APPEARANCE/COMMUNITY DESIGN**

### **Goal**

The City of Fredericksburg seeks to maintain its overall appearance, as part of its identity and appeal, and to ensure development and redevelopment results in a cohesive and functional community.

### **Objectives**

1. Conserve the charm and appeal of existing City areas, including those outside the Historic District, by recognizing their unique characteristics and by allowing neighborhoods to become part of conservation overlay districts.
2. Maintain design guidelines for building rehabilitation and new (infill) construction within the HFD to ensure such projects remain compatible with their surroundings.

3. Continue to implement an aggressive property maintenance program to overcome

19. Effectively meet the mobility needs of disabled persons through transit and pedestrian linkages.
20. Design streets and intersections to be safe for all users.
21. Provide easily followed pedestrian routes through unified pavement textures, street trees, street furniture, and directional signs (as appropriate).

## **TRANSPORTATION**

### **Goals**

The City of Fredericksburg seeks to establish and maintain a transportation system that effectively serves commercial and residential development and supports community goals through a range of transportation modes.

### **Objectives**

1. Expand existing roadway facilities, as appropriate, to improve the local transportation network.
2. Provide new facilities, as appropriate, to enhance the existing transportation system, but without causing traffic problems to develop elsewhere as a consequence.
3. Maintain an active participation in the Fredericksburg Area Metropolitan Planning Organization as a means to provide effective regional transportation planning.
4. Ensure roadway construction or improvement is compatible with community standards, including installation of street trees and/or other landscaping, provision of pedestrian routes and access, and appropriate lighting.
5. Maintain a clear hierarchy of streets that differentiates thoroughfares from local neighborhood streets.
6. Incorporate traffic calming improvements on streets, as appropriate, to discourage through traffic in residential areas yet still provide for emergency and other critical access.
7. Continue to actively support public transportation, such as the Virginia Railway Express and the FREDericksburg Regional Transit System.
8. Evaluate parking needs in specific areas of the City, such as the Central Business District, to provide for parking demands without compromising ongoing revitalization.
9. Implement the City's comprehensive trail plan (Fredericksburg Pathways) to provide safe, efficient, non-motorized access throughout the community.
10. Consider the mobility needs of disabled persons in all transportation planning.

11. Continue to provide pedestrian linkages along the City's urban waterfront and coordinate connections to historic sites in Stafford County, such as Ferry Farm.
12. Consider the multi-modal connections required for goods and services, when planning transportation improvements.
13. Ensure freight access is appropriately considered when transportation improvements are made between Interstate-95 and job centers within the City.
14. Ensure new development includes provisions for access by all users, including motorists, pedestrians, and cyclists.
15. Consider flexible curbside management in the Central Business District so the downtown streets can provide for traffic, parking, as well as truck loading and unloading.





## **Chapter IX**

### **LAND USE**

#### **HISTORIC LAND USE PATTERNS**

The City of Fredericksburg's current land use patterns have resulted from its transportation links, first along the Rappahannock River and then along major roadways. Situated on the fall line of the Rappahannock River, the City developed as a port, exchanging the agricultural products and raw materials of the New World for the manufactured goods shipped from the Old. This pattern occurred in similar sites up and down the eastern seaboard at places like Alexandria, on the Potomac River, and Richmond, on the James.

A rail line built through Fredericksburg in the 1840s boosted industrial and commercial activities, although these continued to be powered by the river. Rails also supplied contending Civil War armies that fought each other in and around Fredericksburg from 1862-1864. The Civil War severely disrupted the City and its economy, but in the late nineteenth and early twentieth century, Fredericksburg became the location for two institutions that would have a major impact on the City's economy. The first was the Fredericksburg Normal School, established in the 1890s, which would eventually become Mary Washington College. The second was Mary Washington Hospital which established the City as a regional health center in the early 1900s and stimulated employment in related professional operations. Both Mary Washington College and Mary Washington Hospital continue to play major roles in the City's overall growth and development.

Following World War II, construction of major north-south transportation corridors (Route 1 and the Route 1 Bypass) brought the City in closer contact with large urban areas but also spawned commercial activity outside the central business district. Construction of Interstate-95, in the 1960s, linked the City even more firmly with the Northern Virginia-Washington, D.C. area but drew commercial activity and housing development even further away from downtown Fredericksburg.

In 1984, the City annexed approximately 4.4 square miles from Spotsylvania County, bringing the total land area within City boundaries to about 10.5 square miles. Portions of the annexed area include commercial development in the Route 3 corridor and the strongest new development is occurring where Route 3 and Interstate-95 intersect.

## **THE LAND USE PLAN**

Of the major components that make up the Comprehensive Plan, the Land Use Plan has the greatest impact upon the City's form and development. It takes into account the elements that comprise the community's overall growth pattern and includes the goals and objectives established by the Planning Commission and City Council. The land use planning process determines the amount of land area which will be needed for development of the City during the period covered by the Plan (15-20 years).

There are 14 land use classifications in this Comprehensive Plan which make up seven general land use categories. Each of these categories are presented below. Where a specific density is indicated on a land use map for a particular area, that density shall constitute the maximum density recommended by this Plan even though it may fall into a land use category that permits a higher density. Additionally, where a land use map differs from the Land Use Plan text, the text shall govern.

## **LAND USE CATEGORIES**

### **Residential**

#### Low Density Residential

This category permits up to four (4) dwelling units per acre and pertains generally to conventional subdivision development. Clustering concepts and innovative development lay-out planning are encouraged to achieve open space and sensitive lands preservation and conservation.

#### Medium Density Residential

This category permits up to eight (8) dwelling units per acre and may include a planned mixture of single family detached and attached units. Small-lot single family residential, semi-detached, duplex, quadraplex, townhouse and even workable zero lot line alternatives may be considered. This residential density is also applicable to infill and transition areas, to permit new development to be consistent with existing neighborhood residential patterns.

#### High Density Residential

This category permits up to 12 dwelling units per acre and is typically associated with the garden apartment type of development. The City encourages home-ownership and will therefore permit condominium arrangements within this high-density residential development category. Although denser residential developments already exist in the City, no additional land is anticipated to be zoned to allow development in excess of 12 units per acre.

### Planned Development/Residential

By definition, mixed use development consists of activities which could function independently, but which benefit from proximity to one another. This approach also applies to locations requiring compatible design elements (including signage), maximum open space preservation, and related concepts. The planned development/residential district is a flexible land use category characterized by a combination of residential development with a supporting commercial element that is adapted to specific site conditions.

### **Commercial**

#### Commercial-Transitional/Office

This category provides for the location of predominantly non-retail commercial uses such as small-scale office developments with a floor area ratio (FAR) of up to 0.50. These less intensive uses, with generous landscaping and screening, are intended to serve as suitable transitions between residential areas and more intensive commercial development.

#### Commercial-Downtown

The commercial downtown district promotes harmonious development and redevelopment within the older parts of the City. Emphasis is placed upon enhancing pedestrian circulation, minimizing vehicular and pedestrian conflicts, respecting the downtown streetscapes and traditional development pattern, and maintaining continuity with the architectural character of the historic area. Infill development and redevelopment should also serve these objectives.

#### Commercial-General

Areas with this designation are generally characterized by retail and wholesale trade activities, services including financial institutions, offices, and restaurants. The City has developed a separate Commercial Shopping Center district to encourage development of local shopping centers with neighborhood-oriented retail uses such as grocery stores, personal service establishments, and similar operations that serve specific community or neighborhood areas. The City also incorporates Highway Retail Commercial zoning, although it discourages further strip retail development, with its attendant multiple entrances off transportation arteries.

#### Planned Development/Commercial

This land use category is designed to encourage a wide range of commercial retail and service uses oriented to serve a regional market area. Planned employment centers that combine office and professional business development are also encouraged. This district should be reserved for large-scale development on at least 150 acres of contiguous land area, adjacent and easily accessible to major transportation arteries, and within a landscaped, high quality setting.

### **Industrial**

#### Industrial-General

This designation is associated with the City/Battlefield Industrial Park where manufacturing, wholesale and limited ancillary retail uses, warehousing, office uses, and distribution facilities are located.

#### Industrial-Light/Research & Development

This classification provides for a broad range of clean industries operating under high performance standards. Such uses could encompass areas of research, development and training, as well as offices where light manufacturing is incidental and accessory to the main use. The objective is to promote a park-like atmosphere for research-oriented activities on well-landscaped sites, where quality development and design will be compatible to all types of adjoining land uses.

#### **Planned Development/Medical Center**

The objective of the Planned Development/Medical Center district is to permit closely related medical uses around a general hospital, in a campus-style setting.

#### **Institutional**

This land use category includes public and semi-public uses such as City-owned buildings, schools and churches as well as larger institutions such as Mary Washington Hospital and Mary Washington College.

#### **Preservation**

Land which is expected to remain in an essentially undeveloped state has been designated under this general category. This designation acknowledges the existing constraints and limitations in floodplain areas and Chesapeake Bay resource protection areas along the Rappahannock River and along designated streams. Single-family detached residential units may be permitted within some designated Preservation land use areas, but at a density not to exceed one unit per two acres.

#### **Parkland**

This category includes open space that is used or intended for use as a recreational area. Existing and proposed City parks, as well as State and National Parklands, fall into this category.

## EXISTING LAND USE

The City of Fredericksburg comprises 10.45 square miles (6,687 acres). Table 9-1 summarizes the existing land use.

**Table 9-1**  
**Existing City Land Use Summary**

Total Land Area
Residential
Commercial
Industrial
Public/Institutional (rights of way, parks/ recreational areas, cemeteries, open space schools
Vacant (forestland/farmland)

## FUTURE LAND USE

### Residential Development Requirements

Over the next 15-20 years, the City's population is projected to increase from approximately 20,600 persons in 1998 to approximately 23,200 persons by the year 2020 (based on data from the Weldon-Cooper Center and the Virginia Employment Commission). This population figure translates into roughly 1,160 new households. As residential communities are developed, the City will seek to promote homeownership and achieve an appropriate balance between single-family detached housing construction and other types of housing, to create the necessary population base of support for essential urban services. Table 9-2 shows existing and projected residential development.

**Table 9-2**  
**Projected Residential Development Requirements**

Unit Type	1990 (existing) Units	2020 (projected) Units
Single-family detached	3,386 (42%)	4,292 (41%)
Single-family attached and Multifamily	4,677 (58%)	6,065 (59%)
<hr/>		
TOTAL:	8,063	10,357
<hr/>		
	Population 19,027 (1990 Census)	Population 23,200 (projected)

### Commercial Development

The bulk of the City's commercial development is located along major roadways. Central Park, for instance, has been able to take advantage of a sizable area where Interstate-95 and State Route 3 intersect. Other significant commercially designated property occurs in the Route 3 corridor and in the Route 1 bypass corridor. Smaller concentrations of commercial activity is also retained on Lafayette Boulevard, the Princess Anne Street corridor and Dixon Street. Improved road access to Planning Area I will reorient this part of the annexed area to commercial use.

The downtown is a mixed-use area where a diversity of activities allows this traditional central business district to retain its vibrancy. These mixed uses should continue and opportunities for strategic expansion, such as through the Maury Center project, should be considered as they occur.

The general industrial designation will continue to be concentrated in the City/Battlefield Industrial Park, with access off of the Blue-Gray Parkway. Industrial research designations will be reserved for the Blue-Gray Parkway corridor as well as for those areas where access difficulties and proximity to Interstate-95 dictate a longer-range development picture. Research and development-type industries and corporate office locations constitute the desired uses in these areas.

The City recognizes that much of the downtown commercial area has been developed within floodplain lands. The floodplains and designated resource preservation areas within the less developed areas of the City (generally west of the Route 1 bypass will be designated as Preservation areas for future land use purposes.

### **Major Developments Outside the City**

From the 1980's to the present, the Fredericksburg area has been one of the fastest growing regions in the state, with Stafford and Spotsylvania Counties leading the way in many respects. In Spotsylvania County, the Spotsylvania Mall and additional shopping centers have been developed along Route 3, just outside the City boundary. A major expansion of the Spotsylvania Mall has increased its size to well over one million square feet. The Massaponax Outlet Center south of Four Mile Fork in Spotsylvania County has also been developed during the past several years.

Like Spotsylvania County, Stafford County has experienced rapid population growth during the last decade, with its attendant commercial and industrial expansion. The Route 17 corridor, and the Route 610/Garrisonville area have developed into significant employment/service centers and commercial areas. Stafford has also begun to construct a regional airport.

These and other changes occurring outside the City will continue to affect the City's economy, transportation network, and land use patterns.

### **LAND USE PLANNING AREAS**

The Land Use Plan incorporates six distinct planning areas to more readily evaluate specific conditions and to make clear recommendations for each one. These planning areas are as follows (refer to Map 9-1):

1. Planning Area I - Rappahannock River/Fall Hill
2. Planning Area II - Interstate-95/Central Park
3. Planning Area III - Smith Run/Snowden
4. Planning Area IV - Hazel Run/Idlewild
5. Planning Area V - Plank Road/Downtown
6. Planning Area VI - Railroads/Braehead

Map 9-1  
Land Use Planning Areas



## **LAND USE PLANNING AREA I - RAPPAHANNOCK RIVER/FALL HILL PLANNING AREA:**

This planning area is bounded on the north, east, and west by the Rappahannock River and by Fall Hill Avenue and River Road on the south. The historic Fall Hill mansion, built around 1779, and its surrounding area are located on high bluffs overlooking the Rappahannock River valley. This vantage point served as a strategic location during the Civil War and the area includes intact Civil War earthworks.

### **Key Issues**

- Protect the Rappahannock River and scenic vistas.
- Preserve the historic Fall Hill mansion and other identified historic resources.
- Protect environmentally sensitive areas such as floodplains and designated resource protection areas.
- Develop greenways and nature trails.
- Improve access to the Planning Area from Interstate-95 and by constructing collector-distributor roads parallel to Interstate -95.
- Provide for commercial development that will significantly enhance the City as a major visitor destination.

### **Existing Land Use**

With the exception of the Bragg Hill townhouse development (267 townhouses and adjoining small commercial center), Riverview Apartments (96 units) and scattered single-family dwelling units along Fall Hill Avenue, this planning area is predominantly undeveloped, with a mixture of woods, open fields, and farmland. An unused quarry is located near the river. There is currently no direct access to this area from Interstate-95.

### **Environmental Factors**

The planning area is characterized by highly erodible soils, moderate to steep slopes, highly permeable soils, the river, a large floodplain, and some wetlands. Much of this property drains to the Rappahannock River. The entire planning area is within designated Chesapeake Bay resource protection areas. The most sensitive of these designated lands should not be developed except for nature trails or greenways. Slopes of 20 percent and over should also be avoided and caution should be used on moderate slopes of 10 - 20 percent.

The City should protect the natural areas next to the river and along the stream valleys. If these portions of Planning Area I are to be developed, they should be used for passive recreation or for a network of hiking and biking trails.

This planning area includes some excellent views of the river and the adjacent landscape. Development that is permitted within sight of the river should be significantly limited to be consistent with scenic values. This standard will also

Map 9-2  
Planning Area I - Rappahannock River/Fall Hill

ensure a transitional area between the undisturbed greenspace and woods that extend from the river to the upland areas, where development is more suitable.

### **Land Use Potential**

There are about 700 acres of undeveloped land within this planning area, west of Interstate-95 and along Fall Hill Avenue. This acreage consists of about ten (10) parcels ranging in size from 3 to 300-acres. Given Fredericksburg's relatively finite land area, its limited ability to annex new territory and the need to expand and broaden the tax base, the City must maximize its commercial/economic development opportunities.

### **The City as a Tourist Destination**

Three of the larger tracts in this area west of Interstate-95, have been assembled to facilitate an intensive commercial development that will enhance the City's overall position as a major visitor destination. These three parcels total about 541 acres, and if jointly developed, will constitute the largest development project in the City. The overall goal is to provide the services, amenities and mix of uses that will attract more visitors to Fredericksburg and keep them here longer.

A mix of uses is envisioned to make Fredericksburg a major visitor destination rather than a stopover. Approximately 3 to 4 million square feet of space would be developed as part of this major regional center, to include multiple hotel buildings (upwards of 2,000-4,000 new hotel rooms), conference center space, entertainment centers, restaurants and specialty retail recreational complexes and activities, theaters and exposition halls. The development could also include a corporate office park, an executive golf course and support highway-oriented retail and services.

One key to this development is the City's abundant historic sites and attractions and the natural beauty afforded by its setting along the Rappahannock River. The City could take much better economic advantage of these attributes to provide a vacation destination for visitors from across America and abroad. The goal will be to provide for development within the area while preserving the natural setting and its unique historic attractions.

Another key to the success of this planned development is the transportation system and infrastructure. Direct access to the Interstate-95 and collector-distributor system will be essential to serve such a major project.

### **Other Uses**

Land Use and Land Use Recommendations for other key parcels in this planning area include the following:

<b>Parcel</b>	<b>Acres</b>	<b>Current Zoning</b>	<b>Recommended Land Use</b>
I-A	120+-	R-1 Residential	Mixed-use development, office park

I-B	10	R-1 Residential	Offices, Institutional Uses
I-C	31+-	R-8 Residential (188-unit townhouse project planned)	Mixed-use development, offices, institutional
I-D	Approx. 12 acres	R-1 Residential	Governmental (State Visitor Center), Telecommunications Tower Site
I-E	15	R-1 Residential	Office park serving neighborhood
I-F	4.91 and 21.4	R-1 Residential	Single-family residential (owner-occupied)
I-G	49+-	R-1 Residential	Cluster residential - single family (owner-occupied)
I-H	61+-	R-1 Residential	Single family residential (owner-occupied)
I-I	6+-	R-1 Residential	Governmental/Institutional (Rappahannock Juvenile Detention Center)

Other parcels located in Planning Area I between the historic Fall Hill mansion and the Rappahannock Canal area (north side of Fall Hill Avenue) should remain single-family residential (low density) due to access limitations and topography.

### **Infrastructure and Road Improvements**

Substantial public facilities will be necessary to support an intensive commercial development program. The City should continue to insist that developers fund the essential public improvements that will be required to serve their projects. Owners/developers must be required to pay their fair share of water and sewer facility improvements, regional stormwater management improvements and street improvements, in line with the pace of proposed development projects.

For the planning area to be developed as recommended, major improvements to the existing network of roads will be essential. The City's Comprehensive Transportation (Roadways) Plan (1991) calls for a number of important road improvements. The projects identified below are also contained in the Fredericksburg Area Metropolitan Planning Organization's regional long-range transportation plan (1997).

- Connect Interstate-95 and Fall Hill Avenue.
- Develop parallel collector-distributor roads adjacent to Interstate-95 from the Rappahannock River to points south of Route 3.

- Widen Fall Hill Avenue from the City/County boundary to the Rappahannock Canal (to link with Mary Washington Boulevard when it is extended).

### **Recommendations for Planning Area I**

- Preserve the historic Fall Hill mansion and its surroundings.
- Facilitate a major regional commercial activity center focusing on improving the City's position as a visitor destination.
- Ensure that developers fund major infrastructure including water, sewer, stormwater and street improvements where such needs are generated by the development projects.
- Provide connecting ramps from Interstate-95 to Fall Hill Avenue (perhaps through the Virginia Visitor Center and rest area) and construct collector-distributor roads along Interstate-95 from the Rappahannock River to points south of Route 3.
- Continue to secure partnerships to expand the FREDericksburg Area Regional Transit system to link a visitor destination complex with the surrounding community.
- Promote the City as a national and international visitor destination and facilitate private development as well as public amenities that achieve this objective.
- Protect and maintain the natural and scenic qualities of areas adjoining the Rappahannock River.
- Develop a natural greenway of passive recreation and bicycle/foot trails.
- Maintain the floodplain known as Butzner flats in its natural state to ensure this area can provide a flood control function that will continue to mitigate flood impacts on downtown Fredericksburg.
- Ensure an improved Fall Hill Avenue includes bicycle/foot trails within the right-of-way, as specified in current transportation plans.
- Ensure community commercial service needs are provided with planned development districts instead of strip commercial development along corridor frontages. Limit the number of access points to an improved and widened Fall Hill Avenue.
- Reserve adequate land area in the planning area to accommodate a City water tower and a telecommunications tower site.

## **LAND USE PLANNING AREA II - INTERSTATE-95/CENTRAL PARK AREA**

This planning area is bounded by Fall Hill Avenue on the north, State Route 3 on the south, Interstate-95 on the east, and the City/County boundary on the west. It contains approximately 400 acres. The Central Park commercial center constitutes the primary development in this planning area.

### **Key Issues**

- Provide additional access to Central Park through an extended Cowan Boulevard and an improved Fall Hill Avenue.
- Ensure an appropriate integration of Central Park with the proposed visitor destination development north of Fall Hill Avenue.

### **Existing Land Use**

The 310-acre Central Park tract consists of major retail, service, and office uses (1.3 million square feet completed of a total of 2.3 million square feet planned). Central Park is zoned Planned Development/Commercial. Approximately 20 single-family detached residences are scattered along Fall Hill Avenue and Briscoe Lane.

### **Environmental Factors**

The man-made features in this planning area- Central Park, Interstate-95, and Route 3 - define its environmental character. Traffic along these corridors make the area unsuitable for residential development. The existing houses that are already in place should be buffered as much as possible from the more intensive uses that occur and are likely to occur in this planning area. While the soils are not ideal for intensive development - due to seasonal high water tables, wet soils, soils of low permeability, and weak soils - appropriate engineering techniques can overcome these constraints.

In addition to soil problems, there are drainage considerations inherent to this planning area. Some sensitive land areas are associated with the headwaters of the Smith Run and North Hazel Run tributaries. These streams traverse residential subdivisions outside the planning area, such as Westwood and Altoona. Strict attention to stream maintenance and stormwater management will avoid flooding and erosion problems in these downstream neighborhoods.

### **Land Use Potential**

With infrastructure and roadway improvements completed on State Route 3, and proposed for Fall Hill Avenue and Cowan Boulevard, this planning area has

Map 9-3  
Planning Area II - Interstate-95/Central Park

excellent potential for continued intensive development. Interstate-95 and Route 3 will continue to be the principal traffic feeders, while an improved Fall Hill Avenue and an extended Cowan Boulevard will eventually provide a more direct connection to and from the downtown area.

In 1989, the City rezoned most of this area to a Planned Development/Commercial district. The development potential for the remaining tracts (comprising slightly less than 100 acres) will be influenced by the road improvements made along Fall Hill Avenue, Cowan Boulevard, and including, possibly, an access off Interstate-95.

Adequate land area should be reserved to widen Fall Hill Avenue, and to accommodate other road improvements identified in the City's Transportation (Roadways) Plan. As the Transportation Plan specifies, Fall Hill Avenue will be widened to a four lane roadway with bicycle/foot trails within the reserved right-of-way.

<b>Parcel</b>	<b>Acres</b>	<b>Current Zoning</b>	<b>Recommended Land Use</b>
II-A	310	PDC	Planned Development Commercial
II-B	40	R-1	Business Park Offices/Planned Development Commercial
II-C	20	R-1	Business Park Offices/Planned Development Commercial
II-D	17	R-1	Business Park Offices/Planned Development Commercial

### **Infrastructure and Road Improvements**

The Central Park development has included enhanced access from State Route 3 as well as from Fall Hill Avenue. The City's 1991 Transportation Plan calls for two significant road improvements to further link this commercial area with other parts of the City. Both of these projects have been included in the Fredericksburg Area Metropolitan Planning Organization's regional long-range transportation plan (1997).

- Widen and extend Cowan Boulevard from the Route 1 bypass (Jefferson Davis Highway) to Carl D. Silver Parkway (in Central Park).
- Widen Fall Hill Avenue from the City/County boundary to the Rappahannock Canal.



## **Recommendations For Planning Area II**

1. Encourage integration of this planning area with proposed hotels and conference center facilities, through an extended Cowan Boulevard and an improved Fall Hill Avenue.
2. Continue to support major employment centers in this area of the City, to boost local employment opportunities.

## **LAND USE PLANNING AREA III - SMITH RUN/SNOWDEN PLANNING AREA**

This planning area is located between Interstate-95 and the Route One bypass (Jefferson Davis Highway), bordered on the north by Fall Hill Avenue and the Rappahannock Canal, and on the south by an increasingly busy State Route 3 (Plank Road). The Mary Washington Hospital medical campus is centrally located within this planning area. The prominent Snowden mansion (Stansbury) is a Southern Greek Revival building that sits atop a bluff overlooking the Rappahannock Canal, just east of the main hospital building. The original structure, built circa 1815, burned down in the early twentieth century. The existing structure, built in 1926, replicates the original dwelling.

The Snowden House was preserved as part of the medical campus development and serves as executive offices for the Mary Washington Hospital Foundation.

### **Key Issues**

- Preserve the Rappahannock Canal and adjacent Canal Park Trail, Snowden Pond, Snowden Marsh and other wetland resources.
- Protect the Smith Run valley greenway that traverses and drains much of this planning area.
- Protect historic sites and earthworks such as the unique zig-zag trenches, gun emplacements and other Civil War-era resources.
- Extend Cowan Boulevard to link the Route One bypass (Jefferson Davis Highway) with Central Park.
- Maintain intact the existing residential neighborhoods, including elderly housing developments in the area.
- Expand the Mary Washington Hospital medical campus and surrounding supportive services and office development.
- Ensure appropriate development on vacant tracts adjacent to Interstate-95 (high-tech industries, research and development office center).

### **Existing Land Use**

The major existing land use and development within this planning area is concentrated along the Route One bypass and Route 3 corridors. Highway-oriented retail and shopping centers are located along these thoroughfares, as are professional office centers such as the Westwood and Snowden Office Parks and multi-family residential developments. The mainstay of this planning area for both existing and future development is the Mary Washington Hospital medical campus, located just off the Route One bypass. Mary Washington Hospital, which is the largest employer in the region, with over 2,800 employees, has helped to spawn new medical-related office parks like Snowden Executive Center, Snowden Office Park, and the Park at Snowden.

Mary Washington Hospital is a full service hospital that serves the entire Rappahannock area. It is licensed for 340 beds and currently operates at 312 beds.

Map 9-4  
Planning Area III - Smith Run/Snowden

The Mary Washington Hospital medical campus includes the main hospital building (about 446,000 sq. ft.) with the connecting 78,000 square foot Tompkins-Martin Medical Office Building. The campus also includes a day-care center (about 12,000 square feet) and the Snowden at Fredericksburg psychiatric center (about 36,500 square feet). A new 1,000-space parking garage is also situated adjacent to the hospital.

Additional land areas adjoining the medical campus on the south remain available to accommodate future expansion of the hospital facilities or related uses in order to adequately serve this fast growing community's medical needs.

Other major development occurs along the main transportation corridors within Planning Area III, as follows:

### **Route One Bypass (Jefferson Davis Highway)**

- Park and Shop Shopping Center  
235,000 square feet
- Fredericksburg Shopping Center  
94,000 square feet
- Snowden Office Park  
48,000 square feet
- Snowden Executive Center  
35,000 square feet complete  
(30,000 square feet of additional office space planned).
- The Park at Snowden  
20,000 square feet complete  
(80,000 square feet of additional office space planned).
- Stratford Square Apartments  
121 units

### **Route 3 Corridor**

- Westwood Shopping Center  
101,000 square feet
- Westwood Office Park  
67,100 square feet
- River Woods Apartments (formerly Woodlyn) 187 units
- Prince William Apartments  
42 units
- Fredericksburg Best Western Motor Inn 76 rooms

Two major residential subdivisions are located just north of Route 3, including the Westwood subdivision (about 60 single-family detached housing units) and Oakwood Terrace (about 30 single-family detached housing units). Westwood subdivision is accessible from both Route 3 and the Route 1 bypass. Oakwood Terrace is accessible only from Route 3, via Mahone/Hays and Oakwood Streets.

Another single-family residential subdivision is under construction just west of the Westwood subdivision and north of Oakwood Terrace. This development, called Woodstream, is proposed to be constructed in two phases with Phase One containing about 23 lots and Phase Two about 55 lots. Existing streets in the area will be widened and extended to properly serve this new development.

### **Fall Hill Avenue**

Within the study area along Fall Hill Avenue (south side) are several major residential developments and a professional office complex. The first residential area is the Forest Village Apartments (192 units), located just west of the Rappahannock Canal. The second, Heritage Park (formerly Frederick Place), with 202 apartments, is located just east of Interstate-95.

Between these two multi-family housing developments is the Fall Hill Professional Center. This 22-acre complex consists of several medical office buildings as well as sites for additional buildings. This site is zoned Commercial Transitional/Office, a district designed primarily for low intensity commercial uses that can be developed and operated harmoniously with residential uses in relatively close proximity.

Another apartment complex is slated for development along Fall Hill Avenue, on a 17-acre tract just west of the Fall Hill Professional Center. This project, called Crestview, will consist of 180 two and three-bedroom apartments.

### **Cowan Boulevard**

The Cowan Boulevard corridor consists of residential areas as well as the City's Hugh Mercer School. Three large apartment developments, containing over 800 units, have long been established along Cowan Boulevard. These include:

- Monticello Apartments - 262 Units
- Snowden Village Apartments - 255 Units
- Belmont Apartments - 300 Units

A fourth apartment complex has been built along Cowan Boulevard adjacent to the Belmont Apartments. This development is a 130-unit independent-living elderly housing project called Madonna House at Belmont. Another 130 units is planned as a Phase Two component.

On the north side of Cowan Boulevard is a new 78-lot single-family residential subdivision called The Hills of Snowden. Access to this subdivision is from Cowan Boulevard, but a connecting road is planned to connect with the hospital medical campus.

### **Environmental Factors**

Smith Run serves as a major drainage system for much of this planning area. The terrain is

environmentally sensitive and appropriate erosion and sediment controls should be implemented during new development or redevelopment. Best management practices for stormwater will reduce the risk of flooding the Smith Run basin and avoid stream bank erosion.

Smith Run includes relatively undisturbed natural scenic areas where significant woodlands, including trees over 100 years old, are still standing. Stream bank erosion, however, is adversely affecting some areas. Although classified as an intermittent stream, Smith Run has the characteristics of a perennial stream. As adjacent land areas are developed, the stream's vulnerability to stormwater run-off and non-point source pollution will intensify the need to protect this area.

Much of the land area within Planning Area III has been designated as Resource Management Areas under the City's Chesapeake Bay Protection Program. Areas of particular environmental sensitivity and their current Chesapeake Bay Protection Program designations are as follows:

<b>Resource</b>	<b>Designation</b>
Rappahannock Canal	Resource Protection Area
Smith Run (Valley)	Resource Management Area
Snowden Pond	Resource Protection Area
Snowden Marsh	Resource Protection Area
Unnamed Tributaries & Ponds	Resource Management Area

### **Land Use Potential**

Planning Area III contains other significant parcels whose development potential will be enhanced with the proposed Cowan Boulevard widening and extension in this area.

Land Use recommendations for major parcels in this planning area include:

<b>Parcel Designation</b>	<b>Acres</b>	<b>Current Zoning</b>	<b>Land Use/Recommended Land Use</b>
III-A	25.41	R-16 Residential	Offices and Support Medical-Related Facilities
III-B	21.34	R-8 Residential	Offices and Support Medical-Related Facilities
III-C	5+-	C-SC Commercial Shopping Center	Neighborhood-oriented commercial and/or offices
III-D	30	R-4 Residential	Cluster (owner-occupied) residential subdivision; elderly

			housing
III-E	20+-	R-8 Residential	Single-family attached residential/villas; and/or office park expansion area.
III-F	8.9+-	C-T Commercial Transitional	Medical Office Development
III-G	28	R-2 Residential	Public Recreation Areas
III-H	78+-	R-1 Residential	Hi-tech Research and Development Office and Employment Center; Light Industrial Research Park

### **Parcels III A and B.**

Just south of the new Mary Washington Hospital site are two vacant parcels of about 25 and 21 acres respectively, owned by Medicorp Properties, Inc. These parcels are located between the new hospital campus and Cowan Boulevard. The 25 acre parcel is zoned R-16 Residential and has approximately 600 feet of frontage along Cowan Boulevard. Proffer conditions for this site limit maximum residential density to 12 units per acre as well as protect a natural spring located at the southeast corner of the site. A water line provides service from Cowan Boulevard to the new hospital site. The 21 acre parcel was previously approved for a 128-unit townhouse project. Confederate gun pits located near the center of the site are to be preserved with any development of this parcel. The parcel is zoned R-8 Residential.

Access to both the 25 and 21 acre parcels is readily available from Cowan Boulevard, and from both the perimeter road around the new hospital medical campus and the Sam Perry Boulevard hospital entrance road. Cowan Boulevard access for these sites should be planned to align with existing curb cuts across from the entrance to Belmont Apartments, with bermed and landscaped approaches to the development.

The recommended land use for both of these parcels is for additional offices and support medical-related facilities as part of the overall master plan for the Mary Washington Hospital medical campus. A second access to the hospital campus from an improved, widened and extended Cowan Boulevard will also enhance access to these parcels and link them more directly with the main grounds of the medical campus. Proffers associated with these parcels calling for road improvements and environmental and historic resource protection should be maintained with the change to an office/commercial transition zoning for these parcels.

### **Parcel III-C**

This 5-acre parcel fronts on Cowan Boulevard, adjacent to the 25 acre Medicorp site and the Hills of Snowden neighborhood. It is zoned Commercial Shopping Center. Commercial development is limited, however, by proffer conditions which prohibit vehicle service establishments, vehicle sale or rental operations, service stations, kennels, animal shelters, fast food restaurants, and funeral homes. Development of this site should be implemented in a manner that is sensitive to the adjacent residential community with special

attention given to buffers, design, and scale.

#### Parcel III-D

A vacant 30 acre parcel is located at the end of the existing improved section of Cowan Boulevard and is zoned R-4 Residential. Due to difficult topography the City has evaluated rezoning this parcel to R-8 Residential to allow clustering of housing units on the more suitable land areas. An R-8 zoning designation would accommodate both single family detached dwellings, as well as single family attached (townhouse) units. Consideration for additional elderly housing in this area may also be appropriate.

#### Parcel III-H

This 78 acre vacant parcel is located at the northeast quadrant of Route 3 and Interstate-95, behind the Route 3 frontage for businesses in the vicinity of Ramseur and Mahone Streets. Development of this parcel will be enhanced when Cowan Boulevard is widened and extended. Part of this parcel should be reserved for the extension of Cowan Boulevard.

The tract is currently zoned R-1 Residential, but the future land use should consist of industrial-research/development uses. Its proximity to the noise and exhaust fumes of Interstate-95 make it an undesirable site for residential development. Its lack of good visibility and difficult access also make the area less desirable for general highway commercial development.

This site would be conducive to well landscaped high-tech research and development-oriented activities and facilities. High performance standards for developing the site will be essential for the area to remain compatible with the adjoining residential land uses immediately north and east of this tract. The City's Industrial-Research zoning district was established to promote this type of development.

Given some of the difficult topography in this general area many of the smaller parcels could be developed as part of a larger parcel, or as low density residential.

### **Infrastructure and Road Improvements**

Major water and sewer line improvements and facilities are in place to support the recommended land use and development within Planning Area III. These upgrades will support the construction of expanded health care facilities and related office development and medical-related businesses that is such an integral part of this planning area.

Major road improvements are crucial to serve future development. The Virginia Department of Transportation has funded the Cowan Boulevard Extension Project and the City has established a special tax district to provide its matching share.

The Cowan Boulevard Extension Project serves three main purposes, as follows:

1. To provide a critical alternative east-west route to help relieve the increasing traffic congestion problems along Route 3.
16. To provide an important second entrance to Mary Washington Hospital, the largest



employment center in the region. Such access will also provide an alternative means for emergency vehicle access to the regional medical center.

17. To provide improved access to the largest regional commercial center in the area (Central Park), and to enhance additional economic development.

Another road project proposed for this planning area is an extension of Mary Washington Boulevard to connect the Route 1 bypass with an improved Fall Hill Avenue. Like the Cowan Boulevard project, this project is part of the City's Transportation Plan (1991) as well as in the Fredericksburg Area Metropolitan Planning Organization's regional long-range transportation plan (1997).

### **Recommendations for Planning Area III**

- Preserve the natural and historic resources of the Smith Run valley to the maximum extent practicable.
- Protect historic sites and earthworks within this planning area, including, but not limited to, the zig-zag trenches and other Civil War era resources.
- Improve protection measures and Chesapeake Bay Preservation Area designations to enhance water quality in Smith Run.
- Encourage a balanced mix of commercial-office-service type uses, research and development activities, and carefully planned and designed residential developments.
- Permit the clustering of residential units and other development in order to protect sensitive land and provide expanded natural and open space areas.
- Use berms and other landscaping measures to shield large parking areas associated with new developments.
- Require that any ground signs proposed within the planning area be low-level monument type signs and not be internally illuminated.
- Ensure that any facility employed in crossing Smith Run will minimize any adverse impacts on the natural and historic resources within the Smith Run valley.
- Construct efficient and aesthetically pleasing vehicular linkages (specifically tree-lined) between the Cowan Boulevard alignment and Mary Washington Boulevard.
- Extend Cowan Boulevard as a 4-lane divided tree lined roadway from the Route One bypass to Carl D. Silver Parkway, in Central Park.
- Extend Mary Washington Boulevard to Fall Hill Avenue.
- Establish bicycle/foot trail linkages between the new developments and adjacent residential, commercial, institutional, and recreational areas, as specified in current transportation plans.

- Divert drainage flows away from the Kenmore flume system, as feasible, to help alleviate flooding problems along the Kenmore valley.
- Provide for the expansion of the Mary Washington Hospital medical campus to include additional related offices and support services.
- Rezone parcels currently zoned for higher density residential development to appropriate commercial-transitional/office development zoning districts.

## **LAND USE PLANNING AREA IV - HAZEL RUN/IDLEWILD PLANNING AREA**

This planning area is bounded by Route 3 on the north, the South City Boundary on the south, the Route 1 bypass on the east, and the West City Boundary on the West. This area contains a large portion of the Hazel Run watershed as well as the Idlewild structures.

Idlewild (Downman House) was built in 1859-60 and is the finest example of Gothic Revival architecture in the City.

### **Key Issues**

- Provide adequate access to any planned development with appropriate links to Route One and Route 3.
- Preserve the integrity of the historic Idlewild mansion and grounds immediately surrounding the main brick structure and significant historic dependency structures.
- Develop a bicycle/foot trail along the old VCR railroad right-of-way.
- Avoid degradation of Hazel Run water quality.
- Promote mixed-use of the planning area with office & hi-tech employment center development concentrated along the I-95 corridor.

### **Existing Land Use**

Over 400 acres of land within this planning area is vacant forested land and open space. These vacant properties include the approximate 150-acre tract located adjacent to Interstate-95, the 28 acre Austin tract also located adjacent to Interstate-95, the 189 acre Altoona tract, and a 43-acre parcel owned by Mary Washington College behind the existing Westmont subdivision adjoining the Route 1 bypass.

Existing residential development within the Hazel Run/Idlewild Planning Area includes the Altoona subdivision (about 100 residences), Westmont subdivision (38 residences), the new 32-lot Huntington Hills subdivision, and the Townsend Square Apartments (200 units), 130-unit Cedar Ridge Apartments, and Kings Mill Towhomes (24 units).

Most of the existing commercial development within the planning area is located along Route 3 and includes the Westwood Village Center (approximately 29,214 square feet), the Greenbrier Shopping Center (approximately 162,000 square feet) the Gateway Village Shopping Center (approximately 215,000 square feet) and a new Home Depot store (135,000 square feet). Commercial development along Route 1 (west side) includes the Townsend Center retail and office development, which currently consists of 5,600 square feet of retail space and about 10,000 square feet of office space, with another 8000 square feet of office space planned as well.

### **Environmental Factors**

The headwaters of Hazel Run, located in Spotsylvania County, run into the City to form much of the southern boundary of this planning area. This stream and its minor tributaries flow through an area of rough terrain and steep slopes which

Map 9-5  
Planning Area IV - Hazel Run/Idlewild

constrains urban development and limits access to the available developable land. Because Interstate-95 forms a barrier to the west, the southern portion of this planning can serve as an important bridge or transition area between the historic downtown area east of Jefferson Davis Highway and the rapidly developing regional commercial retail hub at I-95 and Route 3 west of the interchange

Inadequate stormwater management outside the city limits has created increased flooding in this area. Appropriate erosion and sediment control and stormwater management need to be implemented on this upstream development to protect the environmental quality of Hazel Run including the north branch of Hazel Run, and to avoid aggravating downstream flooding.

### **Land Use Potential**

The vacant “Idlewild” and Altoona Farm” properties comprise the major land area within Planning Area IV. While some difficult topography and existing stream channels have limited accessibility to this large land area in the past, two more recent developments on adjacent lands have greatly improved access to the Idlewild and Altoona Farm tracts. First, Gateway Boulevard has been widened and extended, with substantial improvements allowing this upgraded 4-lane divided roadway to be accepted as a dedicated public street.

Second, as part of the extension of Gateway Boulevard in a southwesterly alignment to provide access to a major building supplies store (Home Depot), a new con-span bridge has been constructed across the north branch of Hazel Run, and grading for the next extension of Gateway Boulevard already reaches the top of the plateau at the Idlewild site.

These two recent road construction improvements have significantly enhanced access to both the Idlewild and Altoona Farm tracts.

Rezoning actions in other sections of the City (Planning Area I) which reclassified major land areas from planned development-residential to planned development-commercial may have improved opportunities for parts of Planning Area IV to absorb some of the previously planned residential development. The Altoona tract, for instance, is removed from Interstate-95 and heavier commercial uses, yet a planned mixture of single family detached and single family attached residential neighborhoods would be within relatively easy access of existing amenities and services, with access to the nearby Route 1 bypass. Much of the Idlewild tract, particularly sections close to the I-95 corridor, remain attractive for corporate office park developments in well landscaped settings. It is important that any residential development component of the overall future land use picture in this area conform to policy objectives of promoting high quality owner-occupied housing, preserving open space and clustering development within a density range of between 4 and 8 units per acre. Direct access to the Route 1 bypass will be essential for proposed residential uses and several realistic alternatives are available.

All future development sites within the Hazel Run/Idlewild planning area must be carefully planned and engineered to blend mixed-use components, while at the same time protecting surrounding environmentally sensitive areas. When development plans are formulated, historic and archaeologically significant sites and resources deserve identification and protective measures. Incorporating such elements into an overall future land use and development scheme may also prove beneficial in evaluating the potential for this planning area.

### **Infrastructure and Road Improvements**

A new transportation route through this planning area is identified in the City's Transportation Plan (1991) as well as in the Fredericksburg Area Metropolitan Planning Organization's regional transportation plan (1997). This roadway is currently envisioned to provide access from both Route 3 and the Route 1 bypass.

#### **Recommendations for Planning Area IV**

1. Encourage the development of industrial research and development uses, corporate office headquarters, and satellite federal agency locations along the Interstate-95 frontage.

2. Promote single family homeowner opportunities in planned residential developments that are removed from the Interstate-95 corridor and heavy commercial areas.

3. Preserve the integrity of the historic Idlewild (Dowman House) and grounds immediate to the brick mansion and significant dependency.

4. Establish greenways along Hazel and north Hazel Run, to include bicycle/foot trails, and use the abandoned Virginia Central Railroad grade as part of a regional trail system.

5. Develop a realistic long term use and access plan concentrating on the area southeast of the Interstate-95/Route 3 intersection, and extending south to Hazel Run with possible connections east to the Route 1 bypass and south toward Harrison Road in Spotsylvania County.

## **LAND USE PLANNING AREA V - PLANK ROAD/DOWNTOWN PLANNING AREA**

This planning area, which includes much of the Historic District, is bounded on the north and east by the Rappahannock River, by Lafayette Boulevard, Hanover Street, and William Street on the south, and by the Rappahannock Canal and the Route 1 bypass on the west. The downtown area has a high concentration of historically significant structures, both commercial and residential, which impart a distinctive character to the City as a whole.

### **Key Issues**

- Preservation of the central business district's historic integrity.
- Investment in the downtown infrastructure to accommodate current and future growth.
- Renovation of strategic corridors, such as the George Street Walk, to better integrate new activity centers, such as the Maury Center, with the central business district.

### **Existing Land Use**

This planning area is the heart of the City and reflects the development patterns established when the streets were laid out in 1728. It includes small, well-defined neighborhoods as well as the commercial downtown. The traditional grid pattern provides ready access between residential, commercial, medical, educational, and recreational areas.

Subdivisions such as College Heights, for example, surround the Mary Washington College campus. Elmhurst subdivision adjoins two existing medical complexes - Mary Washington Hospital (old site) and the Pratt Medical Center - as well as James Monroe High School. Neighborhoods such as Elwood City, Normandy Village, and the old Fairgrounds subdivision border Old Mill Park, the Rappahannock River, Canal Park Trail, and the Route 1 bypass commercial centers such as the Fredericksburg Shopping Center and Lee Plaza. While problems concerning parking, noise and congestion occasionally present themselves, these residential neighborhoods, and commercial and institutional uses have, for the most part, been able to coexist harmoniously.

### **Environmental Factors**

Much of the Plank Road/Downtown Planning Area is located adjacent to or within the Rappahannock River's floodplain. There are a number of key environmentally sensitive areas, including:

The Rappahannock Canal.

The Rappahannock River's shoreline and waterfront.

Snowden Pond and the adjacent marsh.

Map 9-6  
Planning Area 5 - Plank Road/Downtown



Gayles Pond and College Marsh.

Old Mill Park and its adjacent wetlands.

The Kenmore flume system is also located within this area. The effects of upstream land uses on the Kenmore valley should receive attention as stormwater management measures are planned and implemented in this drainage area.

In addition to natural environmental factors, there are cultural resources throughout this planning area. Any development or redevelopment in the Historic District will need to address the guidelines contained in the City's Historic District ordinance and the Historic District Handbook.

### **Land Use Potential**

Fredericksburg is a city of neighborhoods and every effort should be made to continue this pattern of growth and development. Because of its attractive and accessible residential areas, the City stands out in a region of suburban sprawl. Neighborhood conservation has emerged as a comprehensive City policy to address housing conditions, infrastructure, crime prevention, as well as community character. The City's emphasis on maintaining the integrity of its historic district has also resulted in a vibrant downtown which is economically viable and extremely desirable as a place to work, shop, eat, and visit. Infill development, redevelopment, and rehabilitation opportunities will continue to occur in this planning area.

To maintain the momentum of downtown revitalization, consideration should be given to expanding the Historic District to adjacent areas. Liberty Town, Washington Avenue, as well as other neighborhoods located outside the historic district are among areas that should be studied.

While redevelopment opportunities occur throughout this planning area, the following parcels are of special interest:

**Corner of Wolfe and Prince Edward Street:** This corner parcel near the key intersection of Kenmore Avenue and Lafayette Boulevard, is located within a few blocks of the downtown commuter rail station. Small business or personal service uses and/or professional offices may be suitable for this strategic but underused downtown space.

**Riverfront/Sophia Street Revitalization:** The Riverfront area and the Sophia Street corridor should be improved and revitalized to establish better linkages between the waterfront, where several public parking lots are located, and the commercial activity on Caroline Street. Initial efforts should focus on the 700-800 blocks of Sophia Street and the connecting streets to Caroline Street. Improvements should include installation of brick sidewalks on the west side of the street, establishing riverfront focal points, improving river vistas, and establishing linkages to Ferry Farm.

**Walkway Along the River:** Plans for a riverfront park were developed in 1983. Since then, several trail sections have been completed and parking lots established in areas

overlooking the river. The City Dock Park has also been developed and is a popular area for fishermen and boaters.

During the 1997/98 strategic planning process (Charting Downtown's Future), the initial riverfront park plans were reexamined and modified, to be in compliance with Federal, State and local regulations related to rivers and floodplain. The next implementation phase includes completion of a walkway from the City Dock to Charlotte Bottom (primarily along Sophia Street), from Charlotte Bottom to the Riverview Restaurant (along the riverfront with a link to the Old Stone Warehouse) and from the Riverview to the Central Rappahannock Regional Library (back along Sophia Street). The revised master plan for the waterfront provides a tie-in with Ferry Farm, George Washington's boyhood home, as well as visual and physical linkages to the George Street Walk. The new plan also specifies river vistas as well as focal points (City Dock, Charlotte Bottom, Old Stone Warehouse, and the Central Rappahannock Regional Library). Critically needed maintenance work to Rocky Lane is also included in this overall planning.

**Princess Anne Corridor:** This key corridor, from the Route 1 bypass into the downtown historic district, consists of a variety of uses and zoning. Opportunities abound for improving its overall character and appearance. Landscaping, tree planting, removal of excessive and deteriorated signs, and improved parking lot design are among the elements that require concentrated and coordinated efforts. With increased maintenance of public spaces and infrastructure, public awareness of the potential of the area will also increase. Private initiatives to improve property and buildings along this corridor should be encouraged.

Medicorp Properties owns and operates major medical-related uses and sites along Princess Anne Street near the Route 1 bypass. Planning for the adaptive re-use of some of the larger buildings will be critical as hospital services continue to be located more centrally at the new Mary Washington Hospital campus. The General Washington Executive Center and Ambulatory Surgery Center buildings are located along this corridor and offer splendid adaptive reuse opportunities along this historic corridor leading into the heart of downtown Fredericksburg.

**Maury Center:** The former Maury School facility, comprising about 65,000 square feet, is situated on a 7.3-acre site at the western edge of the downtown commercial district. It is a few blocks away from the riverfront and Market Square, and only a block from an increasingly active Hurkamp Park.

The Maury site is strategically located as a centerpoint and focus for cultural, educational and recreational programs serving the entire Rappahannock region. Numerous community-wide events and activities are held at Maury Stadium, including the Bluemont Concert Series, the Highland Games, and the Outdoor Antiques Fair. The idea of the Maury Center grew out of an effort to develop an expanded art center for the Fredericksburg area.

The Maury Center project calls for the full renovation of about a third of the old school building for use as a community arts and activity center, to include such events as, performances and visual arts, presentations, hands-on workshops, debates, forums, dances, receptions, lectures and seminars. The large auditorium also has the potential to serve uses that would be related to the adaptive reuse of other portions of the building, perhaps as a meeting/convention center.

The Fredericksburg Area Museum and Cultural Center is developing a master plan for the school building. These plans should be available by early 1999.

### **Infrastructure and Road Improvements**

This planning area is well established with a street grid system that diffuses traffic and minimizes congestion. The Blue-Gray Parkway has effectively diverted through-traffic from this area, while two sets of one-way streets has accommodated twentieth century traffic to an eighteenth century community design.

The City's Transportation Plan (1991) and the Fredericksburg Area Metropolitan Planning Organization's regional long-range transportation plan (1997) specify improvements to Princess Anne Street. Planned work includes an improved intersection at the Route 1 bypass, improved signage, and reconfiguration of the travel lanes from the Route 1 bypass to Herndon Street.

### **Recommendations for Planning Area V**

1. Protect the historic aspects of the central business district while accommodating growth through adaptive reuse of existing buildings.
2. Improve the appearance of parking lots along Sophia Street and the River, and develop more attractive pedestrian linkages between these facilities and the main downtown shopping areas.
3. Continue to develop the pedestrian walk along the downtown waterfront, connecting key public spaces such as the City Dock and the Central Rappahannock Regional Library.
4. Improve pedestrian linkages such as George Street, to link downtown activity centers.
5. Continue to evaluate and provide for parking needs in the central business district.
6. Allow the FREDericksburg Regional Transit System to continue to serve downtown Fredericksburg and thereby provide for the continued growth and vitality of the central business district.

## **LAND USE PLANNING AREA VI - RAILROADS/BRAEHEAD PLANNING AREA**

This planning area is bordered by Lafayette Boulevard and William Street on the north, the City/County Boundary on the south, the Rappahannock River and the City/County Boundary on the east, and the Route 1 bypass on the west. Braehead (Howison House) is a prominent brick structure built in the 1850s, that is located at the base of the hills occupied by Confederate forces during the 1862 Battle of Fredericksburg.

### **Key Issues**

- Provision of parking to serve the Virginia Railway Express
- Expansion of the City/Battlefield Industrial Park
- Development and re-development along the Blue-Gray Parkway corridor

### **Existing Land Use**

Existing land uses within the Railroads/Braehead Planning Area range from the scattered residential and commercial uses located along the Lafayette Boulevard corridor to the heavy industrial uses within the City/Battlefield Industrial Park. Major public and semipublic uses include the downtown rail station and parking lot, the municipal Sewage Treatment Plant, both the old and new Walker-Grant schools, the Mary Washington College athletic grounds, the National Park Service Visitor Center and a portion of the Fredericksburg-Spotsylvania National Military Park.

Established residential areas include the Lower Caroline, Princess Anne and Charles Street neighborhoods (sometimes referred to as Darbytown), Mayfield and Airport subdivisions, and the residential areas accessed principally from Lafayette Boulevard including Brown's subdivision, Braehead Woods, Morningside, Hillcrest, Jackson-Park, Alum Springs, Twin Lakes, Confederate Ridge and other scattered residential areas. The small Fox Run residential subdivision is accessed from the Route 1 Bypass below Confederate Ridge.

Multi-family developments include Hazel Hill (146 units), Wellington Woods Apartments (114 units), Greenbrier (258 apartments and 50 townhouse condominiums), and Wellington Lakes (160 units). The 130 unit Olde-Greenwich townhouse development is located at the southern boundary of this planning area, east of Lafayette Boulevard.

### **Environmental Factors**

Special attention and protection should be afforded the Hazel Run valley, the Rappahannock River and its shoreline, Deep Run, Twin Lakes, the wooded Lee Drive corridor, Braehead (Howison House), the Fredericksburg Gunnery site, and other environmentally and historically significant properties. While Chesapeake Bay preservation area designations will help protect specific areas,

Map 9-7  
Planning Area 6 - Railroads/Braehead

other isolated wetlands should be protected from inappropriate development as well.

### **Land Use Potential**

Like the Plank Road/Downtown Planning Area, the mainstays of the Railroads/Braehead Planning Area are its abundant and distinctive neighborhoods. Limited infill lots for additional development exist within and at the fringe of these well defined residential communities. Such infill development is encouraged but should be kept compatible with the overall character of the existing neighborhood. Concentrating new commercial development within existing neighborhood service centers is preferred to developing additional highway-retail commercial centers and expanding existing non-conforming commercial uses.

Areas which offer the greatest development and redevelopment possibilities are located within the City/Battlefield Industrial Park where there are areas large enough for major new industrial uses. Potential connections between the industrial park and adjacent industrial developments in Spotsylvania County could prove beneficial to both areas and should be explored.

The Agricultural Fairgrounds property, approximately 30 acres located south of Mayfield, is zoned industrial and offers a viable option for light industrial uses. Another potential area for light industrial development is the site north of Alum Springs Road between Lafayette Boulevard and the Virginia Power easement. Access should be limited to Alum Springs Road and development should not be allowed to adversely encroach upon existing adjoining residential uses, Alum Springs Park, Hazel Run, and nearby Historic Lee Drive.

The 39-acre Lee Hill Farm site is located between Dixon Street and the Rappahannock River just south of the Blue-Gray Parkway. This area may be appropriate for neighborhood-oriented commercial development although a recreational complex has also been considered.

The abandoned Virginia Central Railroad right-of-way and a major Virginia Power line easement are located within this planning area. Both of these avenues provide excellent opportunities for bicycle/foot trail connections between the downtown business area and the more outlying residential subdivisions located off Lafayette Boulevard. Plans to construct such pedestrian linkages should be implemented along with other public or private development projects that impact these potential trail areas. On a larger scale this abandoned railroad grade, which runs from Fredericksburg to the Town of Orange, could be developed as a regional rails-to-trails recreational project. Spotsylvania County has already shown an interest in developing one trail segment as a link between residential areas and nearby activity centers.

### **Infrastructure and Road Improvements**

The major transportation feature of the Railroads/Braehead Planning Area is the north-south railway. Commuter rail service has been available to Washington, DC from the downtown station, since 1992. This increased use has generated additional investments in the station area, including a restaurant in the historic rail station building.

While the rail facility itself can accommodate great numbers of passengers, the limitation to more intense rail use is inadequate parking. A combination of public and private off-street parking lots serve several hundred commuters, but on-street parking is restricted to downtown residential and commercial uses. The City is working with the Virginia Railway Express to acquire additional acreage that can be turned into off-street parking to remove the constraint to increased rail use.

The City's Transportation (Roadways) Plan (1991) and the Fredericksburg Area Metropolitan Planning Organization's regional long-range transportation plan (1997) include a project to improve Lafayette Boulevard. Planned work on this primary north-south route includes upgrading the existing roadway to four lanes and incorporating bicycle lanes on either side, from the Blue-Gray parkway to the south City/County boundary.

### **Recommendations for Planning Area VI**

1. Continue to work toward providing a significant amount of additional parking to meet commuter rail demand.
2. Continue to promote redevelopment opportunities around the downtown rail station.
3. Encourage the location of professional office development along the Blue-Gray Parkway corridor.
4. Continue to explore the feasibility of establishing a recreational complex on the Lee Hill Farm site, just south of the Blue-Gray Parkway.
5. Provide for expansion of the City/Battlefield Industrial Park, but consistent with maintenance of battlefield lines-of-sight from the Lee's Hill overlook, in the Fredericksburg and Spotsylvania National Military Park.

## **LAND USE - OVERALL PLANNING OBJECTIVES AND STRATEGIES**

### **Objective: Form of Development**

The City of Fredericksburg seeks to promote attractive, well-conceived land uses which enhance the City's small town character.

### **Strategies**

1. Ensure new development is of a quality consistent with the City's traditional community character.
2. Encourage the development of mixed-use planned communities.
3. Employ development practices and techniques that will protect the water quality of the Chesapeake bay.
4. Ensure that adequate stormwater management facilities are provided during development.
5. Preserve existing wooded areas, and ensure that new urban uses do not adversely encroach on lands adjoining the River, floodplains, and wetlands.
6. Allow cluster development that maximizes open space preservation.
7. Reduce the potential conflict between incompatible land uses through proper buffering, zoning, and landscaping.
8. Maintain and enhance neighborhood stability by encouraging appropriate infill development.
9. Ensure that new development promotes a sense of community, interaction, and safety.
10. Facilitate development that provides maximum opportunities for bicycle/foot travel to employment centers, shopping areas, and recreation areas.
11. Revise zoning provisions to better accommodate residential infill development within and adjoining existing neighborhoods.
12. Encourage homeownership opportunities in a variety of housing types.
13. Work toward a more balanced housing mix, including increased single family dwelling units and fewer multifamily rental units.
14. Design new construction to ensure the protection of important views of the City's landmarks, streetscapes, river views, and public spaces.
15. Improve maintenance of streetscape elements to enhance new development and redevelopment in older sections of the City.



16. Support energy efficient land use patterns by allowing subdivisions which reduce the dependence upon the automobile and provide other energy conservation measures.

17. Develop and implement historic district entryway and corridor overlay plans to improve the appearance of commercial corridors.

18. Ensure that residential developments provide generous on-site recreational facilities and open space to adequately serve community needs.

19. Discourage strip commercial development along City streets in favor of concentrating commercial use in activity centers.

20. Remove billboards and other excessive signage from all City streets and buildings.

21. Use berms and other landscaping measures to shield large parking areas often associated with new developments.

22. Encourage development design and lay-out features which places parking areas behind buildings.

23. Promote the use of low-level monument type signs instead of upright lighted ground or freestanding signs.

24. Connect existing and new developments with both vehicular and pedestrian linkages.

25. Encourage tree-lined boulevard style streets within developing areas.

### **Objective: Pace of Development**

The City of Fredericksburg seeks to ensure that new development does not exceed the capacity of public facilities and infrastructure.

### **Strategies**

1. Link the pace and intensity of new growth and development with the provision and availability of adequate public facilities.

2. Require new development to contribute a fair and proportionate share of the cost of public facilities required to serve the development.

3. Encourage new growth and development in an orderly fashion, linked to existing developed areas.

4. Implement the project recommendations outlined in the City's Comprehensive Water, Sewer and Stormwater Management Facilities Plans, as well as the Transportation Plan.

5. Continue to update the Capital Improvements Plan on an annual basis.

6. Utilize all appropriate regulatory statutes, including the proffer system, to assist in financing essential infrastructure and facilities to serve new development.

7. Strive to strengthen the City's community identity as new development occurs, maintaining its character as a city of neighborhoods.



## **Chapter X**

### **SPECIAL PLAN AREAS**

A Comprehensive Plan, by definition, is general in nature. It focuses on major physical design and development policy rather than on specifics such as site planning and similar considerations. While this format is adequate to address basic land use issues, there are several areas throughout the City that will benefit from being more carefully considered. Most of these Special Plan Areas are related to redevelopment opportunities in Planning Areas V and VI (the Plank Road/Downtown and Railroads/Braehead Planning Areas, respectively). These areas are identified and briefly discussed below:

#### **MAURY CENTER/GEORGE STREET WALK**

The former Maury School consists of 65,000 square feet of space situated on a 7.3 acre site. It is centrally located between Mary Washington College and downtown Fredericksburg and could serve a variety of uses. George Street is the primary link between the proposed Maury Center and the central business district. Its six blocks extend from the Rappahannock river up onto a prominent plateau where much of the City's government, religious, and professional activity has historically established itself. This corridor is already well traveled and inviting, but could be enhanced with additional street trees as well as visitor wayside exhibit panels that highlight its many focal points.

Few other streets in America can match the kind of history to be found along a short six-block walk on George Street. The Rappahannock River, the Wells House, Goolrick's, St. Georges Church, the former Wallace Library, the National Bank, Presbyterian Church, the Masonic Cemetery and adjacent James Monroe law office/library, Hurkamp Park, Free Alley and Potters Field are all located along this section of George Street.

#### **DOWNTOWN/ADAPTIVE REUSE PROJECTS**

The three guiding principles for continued downtown redevelopment will be:

- Attract more tourism revenue into the downtown/area.
- Enhance the downtown as the area's hub by providing expanded center-city amenities that serve the greater regional community.
- Protect and improve the unique character and historic integrity of the district.

Downtown Fredericksburg encompasses a healthy central business district as well as numerous residential neighborhoods. Preservation of historic buildings has been a significant part of downtown's revitalization and these efforts have included the adaptive reuse of older buildings to meet contemporary needs. Prominent projects include Claiborne's Chophouse (formerly the downtown railway station), Mill Race Commons (a two story brick industrial building on Kenmore Avenue), and 2300 Fall Hill Avenue (the old Mary Washington Hospital). There are numerous opportunities for additional adaptive

reuse including the old municipal gas works on Charles Street, the Embrey Power Station on upper Caroline Street, the former A.W. Mitchell facility and lot at the corner of Wolfe and Prince Edward Streets, and the warehouse formerly occupied by Shaw's Carpets on Jackson Street.

### **PRINCESS ANNE STREET CORRIDOR**

Princess Anne Street, from the Route 1 bypass to downtown, is a key entryway into the City's historic district. Uses along this corridor range from roadside commercial activity to single family residences. Several former used car dealerships and hotels have been successfully renovated and converted to medical and professional office buildings. The Commercial-Transitional (C-T) zoned 1100 - 1600 blocks of Princess Anne Street are comprised of a variety of uses, but many of them are non-conforming. The C-T zoning district permits offices and financial establishments as low-intensity uses that are compatible with nearby residential neighborhoods. The non-conforming uses, which have an adverse impact on nearby residences, are not allowed to expand nor will they be allowed to be renewed once the existing uses have been discontinued for a specific length of time. Infrastructure repairs (sidewalks), landscaping, removal of inappropriate and excessive signage (including billboards), and specific improvements to strategic sites along the corridor will significantly improve the streetscape of this important entryway into downtown Fredericksburg.

### **WATERFRONT/SOPHIA STREET CORRIDOR**

Fredericksburg has been linked to the Rappahannock River since its founding in 1728. The river provided for colonial shipping, powered mills and other industries, and served as a route to the west. Plans have been developed to provide a walkway along the riverfront from City Dock to Charlotte Bottom (along Sophia Street); from Charlotte Bottom to the Riverview Restaurant (along the river); and from the Riverview Restaurant to the Central Rappahannock Regional Library (back along Sophia Street).

Sophia Street (once known as Water Street) is located adjacent to the Rappahannock River and was once a vital commercial area.. This important corridor, however, has since become the back door to the commercial focus on Caroline Street. The primary land use found on the river side of Sophia Street, between Lafayette Boulevard and Amelia Street, is parking. Other construction is not feasible, though, because this side of Sophia Street lies within the Rappahannock River floodway. The west side of Sophia Street, however, has a great deal of redevelopment potential. The primary focus for improvements in this area should be the collection of small parking lots behind the commercial shops fronting Caroline Street. Grouped as a single unit, this area could be reconfigured and landscaped to function as a more effective and usable parking area. Improvements would include removing the existing guardrails, providing a better surface treatment, consolidating access points, providing landscaping, and improving lighting.

### **LAFAYETTE BOULEVARD CORRIDOR**

With the construction of the Blue-Gray Parkway, particularly good opportunities exist to provide pedestrian access and to make aesthetic improvements along Lafayette Boulevard from Lee Drive to downtown. There is a wide variety of existing land uses along this corridor, including highway-oriented commercial uses and light industrial operations. This section of Lafayette Boulevard, however, has traditionally been residential. Careful

planning will be required to conserve and strengthen the existing neighborhood while encouraging commercial development that is compatible with these residential areas as well as with the National Cemetery and National Battlefield Park. Pedestrian access can be enhanced by converting the old Virginia Central Railway grade (which runs parallel to Lafayette Boulevard in this area) to a bicycle/foot trail. Substantial landscaping as well as public and private redevelopment on Lafayette Boulevard will be required to fully realize the potential that this offers to City residents and visitors alike.

## **KENMORE AVENUE CORRIDOR/WAREHOUSE DISTRICT**

The Jackson Street-Kenmore Avenue-Lafayette Boulevard area has been called the Warehouse District for planning purposes. Large warehouses are found along Jackson and Wolfe Streets, while business/auto service type structures, front Kenmore Avenue. The area is zoned Light Industrial (I-1). Generally, both non-conforming uses as well as unsightly outdoor storage areas are associated with these properties. Less intense transitional-type uses and site improvements would continue the positive pattern of redevelopment and adaptive reuse begun by such projects as the Social Services and Health Department building, the new RACSB building, and renovation of several warehouses.

## **BLUE-GRAY PARKWAY REDEVELOPMENT PLAN**

The Blue-Gray Parkway, completed and opened to traffic in 1995, created some interesting land use redevelopment challenges and opportunities, particularly for the stretch of roadway between Dixon Street and Lafayette Boulevard. This corridor traverses the northern tip of the City's industrial park and its opening revealed some rather unsightly and intensive pre-existing outside industrial uses and operations. Among these were a regional recyclery facility, a major roadside outdoor scrap metal storage yard, a mulch manufacturing plant with large mulch storage piles, active livestock market facilities and pens, and a number of outdoor storage operations and lumber yards. Most of these operations have operated in the City for many years. The operations are easily visible from the Blue-Gray Parkway and few measures have been taken to screen these facilities from passers-by. Redeveloping, improving, and/or relocating the existing land uses adjacent to this section of the Blue-Gray Parkway is a formidable challenge, but two important assets of this corridor attributable to the city's heritage and tourism potential present real opportunities. Strategic location and heritage tourism are key factors working in favor of a realistic redevelopment plan and more desirable land use patterns.

### *Strategic Location*

The Blue-Gray Parkway stretches across the center of the entire City, but is only minutes from the downtown historic district with its retail shops, restaurants and tourist attractions, as well as the downtown rail station. These attributes should attract the professional community and business offices looking to locate, or relocate, to within walking distance of downtown Fredericksburg, thereby avoiding the traffic congestion of more outlying locations. The development of a **professional business park** could provide a harmonious and mutually beneficial assemblage of uses in this area.

This section of the Blue-Gray Parkway is easily accessible from major intersecting north-south collector roadways including Dixon Street (Routes 2 and 17), Lafayette Boulevard (Business Route One), and Jefferson Davis Highway (Route One Bypass). And, the Blue-

Gray Parkway is less than a mile from Interstate-95.

### *Heritage Tourism*

Westbound travelers on the new Blue-Gray Parkway are treated with a sobering and picturesque view of the National Military Park Cemetery, situated just above Lafayette Boulevard. The National Park Service visitor center, which averages some \_\_\_\_\_ visitors annually, is located near the entrance of the National Cemetery at the corner of Lafayette Boulevard and the historic Sunken Road. The visitors center and National Cemetery overlooks the Blue-Gray Parkway as it extends through this central part of the City. This setting is certainly deserving of, and could be a catalyst for, a much improved development pattern and mix of uses along the Blue-Gray Parkway.

The City should work with key landowners and community development leaders in order to change the entire face of the Blue-Gray Parkway corridor between Lafayette Boulevard and Dixon Street — promoting the development of a unique, upscale professional business office park to take the place of the existing unsightly outdoor storage areas.

## **SPECIAL PLAN AREAS**

### **Recommendations**

1. Continue train station area development and re-development.
2. Refine and implement the George Street Walk project.
3. Complete the Maury Center project.
4. Build the neighborhood support for expanding the downtown historic district to include the “Royal” district, Washington Avenue Mall, the “Warehouse” district, and other historically significant areas as researched and identified in the City’s Comprehensive Plan.
5. Implement the waterfront development plan incrementally, beginning with completing construction of the linear walkway along the river between the City dock and the downtown library.
6. Build a hotel downtown with the historic district.
7. Identify and reserve sites for a parking deck(s) in a central location within the downtown should such a facility become necessary. Include space/suites for small commercial shops on the ground floor of this facility.
8. Implement the brick sidewalk program throughout the historic district, and extend new brick sidewalks from Sophia Street to Kenmore Avenue, and from Dixon Street (at Hazel Hill) to the Canal. Improve entryways at these defining edges of an expanded downtown.
9. Further define and execute elements of the Sophia Street revitalization plan.
10. Finalize the Princess Anne corridor redevelopment plan in conjunction with

Medicorp Properties planning for their major land holdings in this sector.





## Chapter XI

### COMPREHENSIVE PLAN IMPLEMENTATION

Directing growth remains one of the most critical tasks facing local government. Many communities view growth as essential to their economic well-being, yet unchecked, poorly managed growth has spawned problems such as sprawling commercial strips, traffic congestion, poorly designed buildings, sign clutter, inadequate amounts of public open space, and erosion and drainage problems.

Effective growth management encourages development while protecting important natural and historic resources. It also pinpoints the public facilities that need to be expanded **as the community grows**, such as water and sewer systems, roads, schools, recreation facilities, and solid waste systems.

The Fredericksburg Planning Commission and the City Council use this Comprehensive Plan as the primary guide in their decisions related to the City's physical development. The Land Use portion of this Plan further serves as the principal document from which to develop City regulations regarding growth. In addition, the strategies outlined in the Plan can ensure a continuing program of development that is logical, well planned, and of maximum benefit to the community.

#### LAND DEVELOPMENT REGULATIONS

The City's Comprehensive Plan and the resulting land use regulations that comprise the zoning ordinance, provide for the following public benefits:

Well-planned, phased development in line with the City's ability to provide services and facilities adequate to serve new growth.

Development practices that minimize pollutant discharges into the environment.

New development that embraces the natural conditions of the land by preserving and maintaining natural areas and open space, mature trees, and stream valleys.

Development that is directed away from sensitive land areas, such as steep slopes and floodplains, by clustering and other planned development options.

Scenic views and preservation of historic and archaeological resources that help to define the community.

The Zoning and Subdivision Ordinances are the principle vehicles for implementing the Comprehensive Plan. These ordinances regulate the use, density, location, construction, and division of all properties within the City. The objectives of the Chesapeake Bay Act are also implemented through specific development requirements of

the Chesapeake Bay Preservation Overlay District, the Floodplain Overlay District, and additional site development regulations contained in the Zoning Ordinance.

The Zoning and Subdivision Ordinances are periodically updated to provide for improved development. Landscaping and screening regulations, erosion and sedimentation controls and tree preservation measures are examples of ordinance requirements that have been incorporated to minimize the impact of development on the natural environment.

## **PROFFERS/PRO-RATA FUNDING**

The Code of Virginia allows localities to accept voluntary proffers from property owners as a means of allowing land developers to install or help fund community facilities and infrastructure that will be required as a result of their development. Proffers can also involve reasonable conditions on the use and development of the land. Proffers should continue to be encouraged with each rezoning proposal to assist in the implementation of the City's Comprehensive Plan, and in carrying out the objectives of the Chesapeake Bay Preservation Act.

Proffers and conditions associated with rezoning applications are intended to encourage implementation of the following land use goals, among others:

Preserve existing trees, vegetation, and natural features, where appropriate.

Retain stream valleys as open space.

Cluster development away from sensitive land areas such as floodplains and wetlands.

Utilize best management practices and other water quality control measures.

Protect scenic views and vistas, as well as historic resources that are a part of our heritage.

Utilize development techniques that embody standards and innovations of the highest quality with regard to site design and layout, pedestrian (trails) and vehicular access, landscaping, building design and materials, open space and recreation facilities.

In addition to proffer contributions, the City will seek pro-rata funding and availability fees to ensure new developments pay for the costs associated with extending and expanding public facilities necessary to serve them. The City's authority for this approach is provided in Section 15.2-2243 of the Code of Virginia.

## **PUBLIC FACILITIES REVIEW**

The Comprehensive Plan includes long-range recommendations for public facilities. This document provides the approximate location, character, and extent of proposed public facilities and indicates whether they are to be built, expanded, relocated, abandoned, or

changed in their use. When public action is planned -- to construct a street, park, building or structure, public utility, etc. — the Planning Commission must determine that the proposed public action is in substantial compliance with the adopted Plan. If a proposed action is found not to comply with the adopted Comprehensive Plan, the public project must be modified to be in compliance or the Plan must be amended, with appropriate public participation.

## **CAPITAL IMPROVEMENTS PROGRAM**

The State Code allows Virginia localities to prepare and revise a program for capital improvements based on the Comprehensive Plan and related documents. In fact, as a process for funding and phasing construction of required public facilities, a Capital Improvements Plan (CIP) is a principal guide for carrying out the recommendations of the adopted Comprehensive Plan. The CIP allows the City to effectively anticipate revenues and capital expenditures, and to identify other sources of funding, such as proffer contributions and grants, for needed facilities. As a consequence, the City is able to carefully prioritize capital projects to make the most of finite financial resources. The CIP is updated annually in conjunction with the City budget.

## **REGIONAL COOPERATION**

Another means to expedite major capital improvements is through a joint effort by several area jurisdictions. Regional cooperation identifies common problem areas as well as public facilities and service needs and provides for cooperative solutions and funding arrangements. In addition to achieving improved economies of scale in terms of services and funding, this approach seeks to eliminate redundant efforts.

The City of Fredericksburg and adjacent counties have formed joint task forces, made up of elected representatives and their respective staffs, to address regional issues. To date, this ongoing process involves collaboration in the areas of regional stormwater management and drainage control, water supply planning, sewage treatment planning, public safety and other important community needs. The City should continue these efforts and expand existing initiatives as much as possible.